

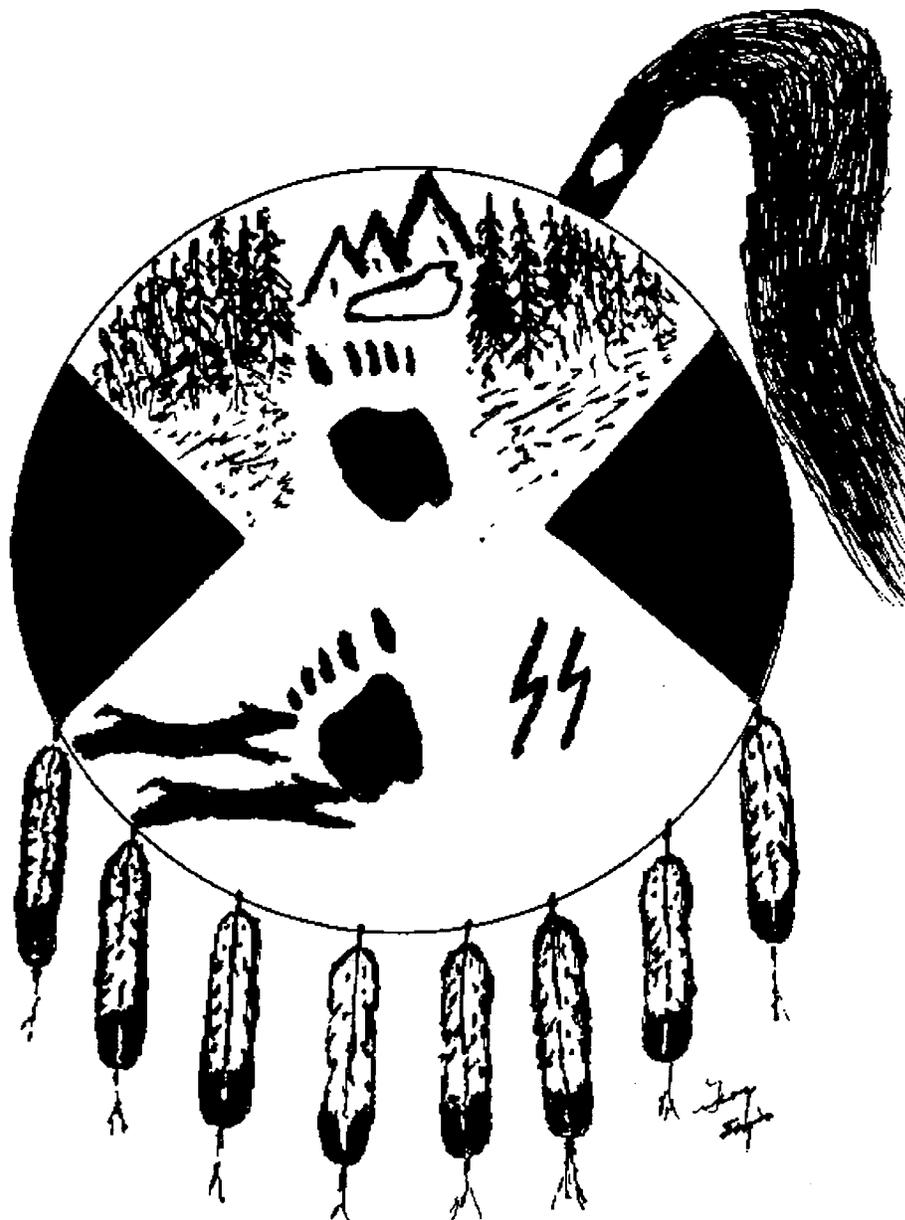


PB99-178071

# **INDIAN RESERVATION ROADS PROGRAM**

## ***Transportation Planning Procedures and Guidelines***

October 1999



U.S. Department  
of Transportation

**Federal Highway  
Administration**

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**NTIS**



**This document was developed through the efforts of representatives from the following Government Agencies, Indian Tribal Governments, and Associations:**

**Federal Highway Administration, Federal Lands Highway  
Federal Highway Administration, Office of Environment and Planning  
Federal Transit Administration, Office of Planning  
Bureau of Indian Affairs, Division of Transportation  
Bureau of Indian Affairs Area Offices of Aberdeen, Albuquerque, Navajo, and Phoenix  
Cherokee Nation of Oklahoma  
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Jicarilla Apache Tribe  
Navajo Nation  
Fallon Paiute Shoshone Tribe  
Salt River Pima-Maricopa Indian Community  
White Mountain Apache Tribe  
Shoshone-Paiute Tribes of the Duck Valley  
Alabama/Quassarte Tribe in Oklahoma  
Osage Nation of Oklahoma  
Red Lake Band of Chippewa Indians  
Eastern Band of Cherokee  
Menominee Indian Tribe of Wisconsin  
Gila River Pima-Maricopa Indians Community  
Spirit Lake Tribe  
Catawba Indian Nation  
Muscogee (Creek) Nation  
Fort McDowell Mohave-Apache Indian Community  
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Cheyenne River Sioux Tribe of the Cheyenne River Reservation  
Chickasaw Nation  
Arapahoe and Shoshone Tribe of the Wind River  
Yankton Sioux Tribe of South Dakota  
Rosebud Sioux Tribe of the Rosebud Indian Reservation  
Intertribal Transportation Association  
Michigan Indian Local Technical Assistance Program Center  
Oklahoma Department of Transportation**



## Preface

The development of this document is a result of the Intermodal Surface Transportation Efficiency Act of 1991. Title 23, United States Code (23 U.S.C.) Section 204(a) stated “. . . *the Secretary of Transportation, in cooperation with the Secretary of Interior and the Secretary of Agriculture, shall develop appropriate transportation planning procedures and safety, bridge, and pavement management systems (PMS) for roads funded under the Federal Lands Highway Program . . . .*”

The Transportation Equity Act for the 21st Century amended Section 204(a) as follows:

***“TRANSPORTATION PLANNING PROCEDURES.- In consultation with the Secretary of each appropriate Federal land management agency, the Secretary shall develop, by rule, transportation planning procedures that are consistent with the metropolitan and statewide planning processes required under section 134 and 135.”***

The Federal Lands Highway Program (FLHP) funds transportation activities for Public Lands Highways, Park Roads and Parkways, Indian Reservation Roads (IRR), and the National Wildlife Refuge System. This document concentrates on the transportation planning function of the Indian Reservation Roads (IRR) Program.

The development process for this document began by establishing the IRR Transportation Planning Policy and Procedures Team in February 1996. This team consisted of members from the Federal Highway Administration (FHWA) acting on behalf of the Secretary of Transportation, members from the Bureau of Indian Affairs (BIA) acting on behalf of the Secretary of Interior, the President of the Intertribal Transportation Association, and a member from the Michigan Local Technical Assistance Program.

From February 1996 to February 1997, the team developed and produced a first draft of the Indian Reservation Roads Program Transportation Planning Policy and Procedures document. In March 1997, the draft was distributed to the FHWA, BIA, and Indian Tribal Governments for review and comment. After reviewing the comments received, the team revised the document and produced a second draft in August 1997. The second draft was again distributed to the FHWA, BIA, and Indian Tribal Governments for review and comment. In September 1997, Indian Tribal Governments were given a chance to participate in a question and answer session, voice concerns, and make recommendations to the proposed document. As a result, the team was formally expanded in December 1997 to include representatives from Indian Tribal Governments to participate in the development process.

This document represents a combined effort to define the transportation planning function under the IRR Program. The document explicitly states what is suggested and thought to be guidance for Indian Tribal Governments and what is a procedural requirement of the law consistent with 23 U.S.C. Section 204(j) “Indian Reservation Roads Planning,” and Public Law 93-638 “The Indian Self-Determination and Education assistance Act,” as amended. It also addresses previously unclear policies related to funding issues and eligible activities. The roles and responsibilities of whether the transportation planning function is performed by the BIA or Indian Tribal Governments under Self-Governance compacts or Self-Determination contracts are defined.

It is intended that this document provide flexible guidance for Indian Tribal Governments to address transportation issues specific to the Tribe rather than predetermined criteria that may not be applicable to tribal needs while yet providing a basis for developing goals and strategies that will ultimately lead to good decisionmaking. The ultimate goal of transportation planning is to provide a safe transportation system for the movement of people and goods.

This document is subject to review and revision every 2 years. In the event that Congress enacts any new transportation language, this document will be subject to immediate revision. In addition, regulations promulgated that directly impact the content of this document will be incorporated in this document through dated supplements.

Note: Some roles and responsibilities of the Office of Self-Governance (OSG) have not yet been determined. The OSG remains active in the development and implementation of this document which will be amended as regulations, policies, and procedures are developed for inclusion of Highway Trust Funds into Self-Governance compacts.

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## Introduction

### ***What is the purpose of this document?***

This document defines procedures and provides guidelines to be used by the Federal Highway Administration (FHWA), Bureau of Indian Affairs (BIA), and Indian Tribal Governments for Indian Reservation Roads (IRR) transportation planning. It details procedures to meet the intent of the Federal Lands Highways Program, Section 204 of 23 United States Code (23 U.S.C.); the Indian Self-Determination and Education Assistance Act, as amended, Public Law (P.L.) 93-638 (25 U.S.C. 450); the BIA/FHWA Memorandum of Agreement (MOA); the Roads of the BIA, Code of Federal Regulations (CFR) Part 170; and the IRR Program Stewardship Plan. Section 204(a) of 23 U.S.C., states: ***"In consultation with the Secretary of each appropriate Federal land management agency, the Secretary shall develop, by rule, transportation planning procedures that are consistent with the metropolitan and statewide planning processes required under sections 134 and 135."***

### ***What is contained in this document?***

Chapter 1, Transportation Planning Overview, contains a general discussion of transportation planning. It explains why planning is needed and who is involved.

Chapter 2, Transportation Planning Funding, provides some suggestions for funding transportation planning activities and proposed projects.

Chapter 3, Coordination in the Transportation Planning Process, discusses what needs to occur to ensure tribal participation, how tribes are a part of the process, and how tribal sovereignty can be maintained.

Chapter 4, Transportation Planning Activity Guidelines, explains which activities should be considered for transportation planning and are available for tribes to contract or compact under P.L. 93-638.

Chapter 5, Long-Range Transportation Planning, defines the purpose and goals of long-range transportation planning, discusses what elements must be included in the long-range transportation plan, describes how the public involvement process occurs, and describes the review and approval procedures of the long-range transportation plan.

Chapter 6, Transportation Improvement Programs (TIPs), defines the purpose of a TIP, how it relates to the long-range transportation plan, and how to produce a TIP.

Chapter 7, Roles and Responsibilities in the IRR Transportation Planning Process, defines who does what, when, why, and how during the transportation planning process.

In each chapter, any requirements of law are identified by ***bold italics***. These requirements have been identified as procedures. Items not identified in bold italics are considered guidelines for implementing transportation planning procedures.

In this document, the stand alone term ***Secretary*** (in bold italics) refers to the Secretary of Transportation.

### ***What is the IRR Transportation Planning Policy?***

The IRR transportation planning policies are:

- ***Transportation planning activities among Indian Tribal Governments, the BIA, FHWA, Federal Transit Administration (FTA), States and local governments will be performed on a Government-to-Government basis as outlined in the Presidential Memorandum dated, April 29, 1994.***
- Interpretation of these guidelines shall be liberally construed for the benefit of Indian Tribes.
- The BIA, FHWA, and FTA shall encourage and assist Indian Tribal Governments to do transportation planning.
- The BIA, FHWA, and FTA shall assist Indian Tribal Governments in transportation planning activities as requested.
- ***The FHWA and FTA require State, Regional Planning Organizations, and Metropolitan Planning Organizations to consult with and consider the interests of Indian Tribal Governments in the development of transportation plans and programs. "Indian tribal areas.--With respect to each area of the State under the jurisdiction of an Indian tribal government, the program shall be developed in consultation with the tribal government and the Secretary of the Interior." (23 U.S.C., Section 135(f)(1)(B)(iii))***
- ***"Indian tribal areas.--With respect to each area of the State under the jurisdiction of an Indian tribal government, the long-range transportation plan shall be developed in consultation with the tribal government and the Secretary of the Interior." (23 U.S.C., Section 135(e)(2)(C))***
- Transportation planning will consider all modes of transportation and how they interface with each other.
- ***Request for IRR transportation planning funds shall be initiated by a proposal or negotiated agreement.***
- Native American Indian Local Technical Assistance Programs should actively coordinate and participate with the BIA and Indian Tribal Governments to provide training and technical assistance in transportation planning activities to Indian Tribal Governments.

- *The IRR construction funds may be used to carryout transportation planning activities.*
- *The IRR funds provided to Indian Tribal Governments shall not be used to lobby any elected Federal officials.*
- The IRR transportation planning funds set-aside for tribal transportation planning may be reprogrammed to IRR construction projects prior to the end of the fiscal year.

The IRR transportation procedures and guidelines may differ somewhat on specifics from the regulations for metropolitan and statewide transportation planning in 23 CFR 450; however, in general they are consistent with the planning framework annotated in 23 U.S.C. 134 and 135 and can be easily coordinated.

## CHAPTER 1

### TRANSPORTATION PLANNING OVERVIEW

#### ***What is the history of Indian tribal transportation?***

Native tribal creation legends and traditions illustrate the use of trails and waterways. These trail and waterway routes were necessary for the survival of the Indian tribal people. The need to find food to sustain the tribe was the first priority. The ancient routes became a vital link connecting tribal nations for trade and other tribal activities. Many roadway and river routes used today are in the same location as these ancient tribal routes. Ancient routes were used by the tribal ancestors before the introduction of horses, when they moved by foot over land and by canoe over water. Even makeshift bridges were used when the opportunities were present. The people of all Indian tribes will benefit from understanding the connection between the past, present, and future of Indian tribal transportation. Planning for future Indian tribal transportation needs through transportation planning today aids tribal elders and leaders to make informed transportation decisions. These decisions can enrich tribal lands and provide opportunities for current and future generations.

#### ***What is the history of federally-required transportation planning?***

In 1921, the Federal Government called for the States, in order to receive Federal funding for highways, to perform a highway planning survey. In 1962, the Federal Government called for (as a condition for Federal funding expenditure in urban areas) a continuing, cooperative, and comprehensive transportation planning process to be performed in all urbanized areas of more than 50,000 in population. Then, in the Intermodal Surface Transportation and Efficiency Act of 1991 (ISTEA), again as a condition for expenditure of Federal funds, the Federal Government called for a statewide transportation planning process that would be continuing, cooperative, and comprehensive. The ISTEA placed special emphasis and the Transportation Equity Act of the 21st Century (TEA-21) continues the emphasis on considering the concerns of Indian Tribal Governments in the statewide and metropolitan planning processes.

With specific reference to Indian Reservation Roads (IRR) funding, a requirement for transportation planning, as a condition for funding expenditure, has been in place since the May 22, 1983, Memorandum of Agreement between the Bureau of Indian Affairs (BIA) and Federal Highway Administration (FHWA).

During ISTEA deliberations, Congress recognized the need for Indian tribal transportation planning. As a result, the ISTEA authorized: ***"Up to 2 percent of funds made available for the IRR program... ." exclusively for " . . . those Indian Tribal Governments applying for transportation planning pursuant to the provisions of the Indian Self-Determination and Education Assistance Act," as amended (P.L. 93-638). TEA-21 reinforces the intent of***

*Congress contained in the P.L. 93-638. These funds are available under Title I, Indian Self-Determination Act, and Title IV, Tribal Self-Governance, of P.L. 93-638.*

### **What is transportation planning?**

Transportation planning is the development of strategies for the design, construction, operation, and maintenance of transportation facilities for moving people and goods in a village, town, pueblo, rancheria, city, borough, county, township, parish, metropolitan area, Indian reservation, State, multi-State region, or country. The transportation planning process is continuing and comprehensive to the degree appropriate and is based on the complexity of the transportation problems.

There are certain characteristics of the transportation planning process that need to be emphasized:

- The planning process is linked to land use, cultural preservation, culture, social, economic, environmental and quality of life goals of the area covered by the plan (e.g., reservation, region, or State).
- The planning process examines current transportation operations and identifies future transportation needs (both physical and financial).
- The transportation planning process facilitates transportation investment decisionmaking with multiple demands on limited resources.
- The planning process involves a variety of participants with an interest in transportation decisionmaking. These include Indian Tribal Governments, Federal agencies, States, local governments, Metropolitan Planning Organizations (MPOs), Regional Planning Organizations (RPOs), special interest groups, and others.
- The planning process results in the development of workable strategies to achieve optimum transportation investment over both the short-range (3-5 years) and long-range (20 years or more) planning periods.

In summary, transportation planning uses an analytical process to develop realistic priorities for the service population. It encourages community, tribal, and local involvement to increase community awareness.

Figure 1 shows the basic steps in the transportation planning decisionmaking. Key activities are identified in chapter 4.



### ***Why do we plan?***

Planning results in a vision for the future, which guides decisionmaking today. It results in a better understanding of all of the factors that transportation impacts and those factors that impact transportation. It provides a framework for effective decisionmaking, resulting in the efficient investment of limited funds.

### ***How does transportation planning relate to other planning?***

Transportation planning is an element of comprehensive planning. All planning is interrelated. Transportation planning considers land use, social, economic development, public safety, environment, recreation, tourism, public health, schools, etc.

Transportation planning considers the various modes of transportation such as highways, rail, air, water, transit, and the connections between the modes.

Financial planning is a major aspect of transportation planning. It is done with an understanding that there are limited funds available for investment in transportation facilities.

Air quality planning is linked with transportation planning. Transportation has been identified as a major contributor to the deterioration of air quality and the impact of planned transportation investments on air quality. This is an important part of the transportation planning process.

### ***Whom do we work with in the transportation planning process?***

A major thrust in transportation planning is toward cooperative planning. At times this will be between Indian Tribal Governments and the BIA; however, Indian Tribal Governments and the BIA may need to work with other governments and organizations such as State Transportation Agencies, MPOs, RPOs, FHWA, local governments, etc., on transportation planning issues both on and off Indian lands.

The transportation planning process provides an opportunity to participate for all those interested in transportation planning and investment. Through their involvement, they can have input in decisionmaking. All resources and interests of these partners can be brought to the table.

The planning process is not the decisionmaking process. It provides the framework within which informed decisionmaking is achieved by those elected or identified to make decisions on transportation investment.

See chapter 3 for more information on planning coordination and chapter 7 for more information on the roles of the various participants in the planning process.

### ***What opportunities are available for public involvement in transportation planning?***

A variety of opportunities are provided for the general public to be involved in the planning process. These include participation in special public meetings and hearings, and participation in planning process meetings.

A variety of methods are used to inform the public of their opportunity for involvement in transportation planning. These include newsletters, news releases/notices, public service announcements, and Internet home pages.

### ***What laws, rules, regulations, and procedures guide transportation planning?***

There are Federal, tribal, State, and local laws, rules, regulations, and procedures which guide transportation planning. At the Federal level, these include the following:

- 23 U.S.C. 134 Metropolitan Planning*
- 23 U.S.C. 135 Statewide Planning*
- 23 U.S.C. 202 Allocations*
- 23 U.S.C. 204 Federal Lands Highways Program*
- 23 U.S.C. 307 Research and planning*
- 25 U.S.C. 450 Indian Self-Determination and Education Assistance Act [P.L. 93-638 as amended)*
- 23 CFR 450 Statewide and Metropolitan Planning Rule*
- 23 CFR 771 Environment*
- 25 CFR 170 Construction and Maintenance of Roads*
- 25 CFR 900 Contracts Under The Indian Self-Determination and Education Assistance Act*
- 25 CFR 1000 (Pending Title IV regulations)*
- BIA-FHWA Memorandum of Agreement
- BIA Area Certification Acceptance Plan
- IRR Program Stewardship Plan

Tribal, State, and local, laws, rules, regulations and procedures vary with the area of the country. The relationship between the various parties should be on a government-to-government basis.

### ***How are transportation planning activities funded?***

A variety of Federal funds can be accessed by Indian Tribal Governments to help fund transportation planning activities. These include the IRR transportation planning and program funds, Public Lands Highways Discretionary funds, funds from MPOs, and State Planning and Research funds. The MPO and State planning funds come from the Federal Transit Administration and FHWA and are administered through the State via planning work programs.

In addition to Federal funds, State and local (as well as private) funds can be used for tribal transportation planning. (See chapter 2 for more information on planning funds.)

***How are transportation planning products created and used?***

The primary products of the transportation planning process are the short-range TIP and the Long-Range Transportation Plan. The projects included in the TIP are those which advance to implementation. (See chapters 5 and 6 for more information on the long-range plan and TIP.)

The Long-Range Transportation Plans are developed by compiling ideas for improving the transportation system based upon information collected and analyzed during the planning process. The TIPs are the implementing documents which include projects consistent with the Long-Range Transportation Plan.

The decisionmakers use information from the planning process when making transportation investment decisions by: (1) adopting the Long-Range Transportation Plan, (2) adopting programs of projects over the next 3-5 years, and (3) scheduling projects for implementation.

## CHAPTER 2

### TRANSPORTATION PLANNING FUNDING

**What funds are available from the Bureau of Indian Affairs (BIA) for transportation planning?**

***Indian Reservation Roads (IRR) Transportation Planning Funds** - Funding is available to Indian Tribal Governments for transportation planning on Indian lands. This is authorized by Title 23, U.S.C, Section 204(j), which states "... up to 2 percent of funds made available for IRR for each fiscal year shall be allocated to those Indian Tribal Governments applying for transportation planning pursuant to the provisions of the Indian Self-Determination And Education Assistance Act" (P.L. 93-638, as amended). Activities eligible for these funds are outlined in this chapter, also detailed in chapter 4.*

***IRR Program Funds** - These are funds allocated to the BIA area offices for the construction and improvement of roads, bridges, and transit facilities leading to, and within, Indian reservations or other Indian lands. **An Indian Tribal Government may use up to 100 percent of their share of these funds, for transportation planning activities** outlined in this chapter and chapter 4 through the establishment of a transportation planning project on the IRR Transportation Improvement Program (TIP). A proposal for the use of IRR Program funds for transportation planning should be submitted in advance of the fiscal year (FY) for which the funds are being requested, in accordance with the deadline established for the inclusion of projects in the area office's IRR TIP. **Any IRR Program funds set-aside by the BIA, Division of Transportation (BIADOT) for transportation planning purposes shall be available for contracting/compacting under the provision of Indian Self-Determination and Education Assistance Act (P.L. 93-638 as amended).***

**What other Federal funding sources are potentially available for transportation planning?**

***Federal Highway Administration (FHWA) State Planning and Research and Metropolitan Planning Funds {23 U.S.C. Sections 505 and 104(f)}** - Two percent of the Federal-aid highway funds that go to State Planning and Research, and 1 percent of Federal-aid highway funds are reserved for metropolitan transportation planning. The States determine what planning and research activities will be funded with the State Planning and Research funds, and the Metropolitan Planning Organizations (MPOs) determine what metropolitan planning activities will be funded with the metropolitan planning funds. Since these funds can be used for tribal transportation planning, Indian Tribal Governments should discuss with the State and MPO the possibility of using FHWA State Planning and Research and metropolitan planning funds for tribal transportation planning.*

***Federal Transit Administration (FTA) State Planning and Research and Metropolitan Planning Funds*** - *The FTA formula funds are separately provided for State Planning and Research and metropolitan transportation planning. The States determine what planning and research activities will be funded with the State Planning and Research funds, and the MPOs determine what kinds of planning activities will be funded with metropolitan planning funds.* Since these funds can be used for tribal transportation planning, Indian Tribal Governments should discuss with the State and MPO the possibility of using FTA-State Planning and Research and metropolitan planning funds for tribal transportation planning.

***Public Lands Highway-Discretionary Funds*** - *These funds are available from the FHWA-Federal Lands Highway Office, through the State Transportation Agencies (STAs) for transportation planning that promotes and/or benefits tourism and recreational travel.* Applications for these funds must be submitted to the FHWA in June preceding the program funding year. Applications for candidate projects on Indian reservations are to be submitted to the STAs, by the BIA or Tribe, on/or before the deadline established by the STAs.

### **How are IRR transportation planning funds allocated and distributed to Indian Tribal Governments?**

The IRR transportation planning funds are allocated to the BIA area offices, by the BIADOT, based on relative need, following the approval of the IRR TIP. No deductions are allowed from the allocated amounts by the area/agency offices.

The IRR transportation planning funds are allocated to Indian Tribal Governments based on relative need, and distributed through the following funding mechanisms:

1. Self-Governance compacts
2. Indian Self-Determination contracts
3. Travel Authorizations (TAs) for Direct Service Tribes

Upon consultation with Indian Tribal Governments within the area, IRR transportation planning funds, not obligated or used by August 1 of each FY, may be reprogrammed by the area office for use on projects contained in the current IRR TIP, identified by the Indian Tribal Governments.

### **What are the procedures for obtaining IRR transportation planning funds?**

At the beginning of the FY, the BIADOT issues contract authority for the allocation of IRR transportation planning funds to Indian Tribal Governments. ***Within 10 calendar days of receipt of this contract authority, the area office notifies all Indian Tribal Governments of available funding.*** Once available, Indian Tribal Governments may obtain these funds through one of the following funding mechanisms:

1. Self-Governance Compacts

Indian Tribal Governments operating under Self-Governance compacts are funded through an Annual Funding Agreement (AFA). In general, most AFAs are negotiated prior to the start of the FY so as to have an effective start date of October 1. In order to obtain IRR transportation planning funds, *each AFA shall be negotiated in accordance with 23 U.S.C, sections 202(d), 204(a), 204(j), and Public Law 93-638 as amended, and approved by the Secretary of the Interior.*

The criteria within the AFA must include a transportation planning line item, estimated funding, and a negotiated portion of or at minimum the following services to be provided: "Conduct transportation planning activities and/or develop a tribal TIP and select projects for proposed funding."

Self-Governance tribes intending to include transportation planning in their compact, should notify the Secretary of the Interior of intent to negotiate an amendment to the AFA.

*Upon execution of the AFA and the Secretary of Interior's receipt of funding, the Indian Tribal Government is authorized to carry out transportation planning activities utilizing IRR transportation planning funds. The Secretary of the Interior shall directly transfer to the compacted tribe its share of IRR transportation planning funds within 10 days of receipt.*

2. P.L. 93-638 Contracts

Proposals for transportation planning contracts shall be submitted and negotiated *in accordance with 23 U.S.C., Sections 202(d), 204(a), 204 (j), and P.L. 93-638 as amended, and approved by the Secretary of the Interior.*

The contract must include a funding amount, and at minimum the following services, or a portion thereof, to be provided: "Conduct transportation planning activities and/or develop a tribal TIP and select projects for proposed funding."

Indian Tribal Governments with transportation planning contracts that are mature may request direct transfer of funds from the Secretary of Interior. *Upon the Secretary of the Interior's receipt of funding, the Indian Tribal Governments with direct transfer are authorized to carry out transportation planning activities utilizing IRR transportation planning funds. The Secretary of the Interior shall directly transfer the tribes' share of IRR transportation planning funds within 10 days of receipt.*

### 3. TAs (Direct Service Tribes)

This mechanism applies to Indian Tribal Governments that do not have a transportation planning contract or compact with the BIA and would like to attend transportation planning meetings, conferences, or seminars.

Requests for a TA to send a (tribal) representative to a transportation planning meeting, conference, or seminar are to be submitted, in writing, to the Area/Agency Road Engineer. Requests can be made by completing and submitting a "Travel Authorization Request" form. Tribes are encouraged to submit requests 2 weeks in advance of the meeting date in order to allow sufficient time for processing. Requests received after the starting date of the meeting, conference, or seminar will not be accepted. A fax transmission of the "Travel Authorization Request" form is acceptable. (See example page 21.)

Requests will be reviewed for completeness and eligibility. Notification of an ineligible request will be provided to the Indian Tribal Government by telephone or in writing within 3 working days from the receipt of the request.

Upon approval of the request, a TA will be sent by the area/agency office to the designated traveler. The traveler is responsible for making airline reservations and purchasing tickets for air travel. Government rates are to be requested when making airline reservations. The reimbursement of airfare will be for economy class only.

The traveler will be reimbursed for registration fees (if applicable) and all allowable travel expenses associated with attending the meeting, conference, or seminar. Reimbursement of travel and lodging costs will be in accordance with the current Government per diem rate for the locale in which the meeting, conference, or seminar is held.

The prompt submission of a reimbursement request will ensure prompt payment. The reimbursement request must include all receipts (hotel, event registration, airline ticket, etc.). No receipts are required for food. The dates and times of initiation and completion of travel are needed to complete a travel voucher. Reimbursement of Privately Owned Vehicle mileage will be based on actual miles to and from destination (airport or event location).

#### **What activities are eligible for transportation planning funding under the IRR Program?**

Activities eligible for transportation planning funding under the IRR Program include, **but are not limited to**, the following:

- The transportation planning activities summarized in chapter 4.
- Tribal representation at transportation planning meetings, conferences, and seminars.
- Preparation of applications for funds from other transportation funding sources.
- Planning related activities for other modes such as mass transit, air, etc., and intermodal connections.
- Development of a control schedule for the implementation of the IRR projects in the tribal TIP.
- Acquisition (rental or purchase) of equipment necessary to perform ongoing transportation planning.
- Development of rural addressing and street maps.
- Preparation of documents to nominate routes, or segments of routes for State and/or National Scenic Byways designation.
- Employment of a transportation planner to perform eligible transportation planning activities.
- Researching right-of-way records for transportation planning purposes.
- Other eligible activities identified in a proposal that is mutually agreeable to the Indian Tribal Government and the Secretary of the Interior.

**TRAVEL AUTHORIZATION REQUEST  
TO ATTEND  
TRANSPORTATION PLANNING MEETING, CONFERENCE, OR SEMINAR**

**Information on Traveler**

Name: \_\_\_\_\_ Social Security No. \_\_\_\_\_

Title: \_\_\_\_\_ Day-time Phone No. \_\_\_\_\_

Home Mailing Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Tribe being represented: \_\_\_\_\_

**Meeting/Conference Information**

Name \_\_\_\_\_ Dates: \_\_\_\_\_

Meeting Location: \_\_\_\_\_ City: \_\_\_\_\_ State: \_\_\_\_\_

Registration Fee (if applicable): \_\_\_\_\_

*(Please attach copy of meeting notice and agenda)*

**Travel Information**

Departure Date: \_\_\_\_\_ Return Date: \_\_\_\_\_

Modes of Travel: Privately Owned Vehicle (POV) \_\_\_\_\_ Commercial Airliner \_\_\_\_\_ Both \_\_\_\_\_

Car Rental Daily Rate (if applicable): \_\_\_\_\_ Size: (circle one) Compact Economy Mid-Size

Estimated round-trip vehicular mileage to airport \_\_\_\_\_ or meeting location \_\_\_\_\_

Departure Airport City: \_\_\_\_\_ Destination Airport City: \_\_\_\_\_

Estimated cost of round-trip airfare (economy class): \_\_\_\_\_

*(Note: Traveler is responsible for making Airline Reservations and Purchasing Ticket)*

Authorized By: \_\_\_\_\_ Date: \_\_\_\_\_

(Tribal Leader's Signature)

## CHAPTER 3

### COORDINATION IN THE TRANSPORTATION PLANNING PROCESS

#### ***Why coordinate?***

Federal legislation emphasizes the need for different government entities to coordinate their transportation plans (Title 23 United States Code (23 U.S.C.), 134 and 135; 49 U.S.C. 5303 through 5305). Specifically, the legislation states: ***"It is in the national interest to encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development... ."*** and ***"The process for developing the plans and programs shall provide for consideration of all modes of transportation and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed."*** By coordinating plans, governments can accomplish tasks in a timely fashion, make more efficient use of limited funds, increase their understanding of what people want, and make local plans fit better with regional and national planning efforts.

The joint Federal Transit Administration (FTA)/Federal Highway Administration (FHWA) regulations for statewide and metropolitan planning (23 Code of Federal Regulation (CFR) 450 subpart A, define coordination as ***". . . the comparison of the transportation plans, programs, and schedules of one agency with related plans, programs, and schedules of other agencies or entities with legal standing, and adjustment of plans, programs and schedules to achieve general consistency."*** In addition, the regulations define cooperation as ***". . . the parties involved in carrying out the planning, programming and management systems processes work together to achieve a common goal or objective."***

States are required as part of their statewide transportation planning efforts ***". . . to consider the concerns of Indian tribal governments and Federal land management agencies having jurisdiction over land within the boundaries of the State"*** (23 U.S.C. 135(d)(2) and also 23 CFR 450.) ***In addition, the portion of the Long-Range Transportation Plans produced by the States, which affect areas of the State under the jurisdiction of an Indian Tribal Government, are to be cooperatively developed by the State, the Indian Tribal Government and the Bureau of Indian Affairs (BIA). States are directed by the Federal legislation to provide a reasonable opportunity for interested parties to comment on both Statewide Transportation Improvement Programs (STIPs) and State Long-Range Transportation Plans.*** Thus, the legislation makes coordination of planning efforts a critical component if States are to conform with the spirit of the law.

Coordination and cooperation among Indian Tribal Governments, local, State, and Federal transportation agencies can produce many benefits to the participants in the transportation

planning process. Cooperation and coordination are key aspects of a successful transportation planning process. They offer the opportunity for Indian Tribal Governments to exercise their sovereignty through government-to-government relationships. They are necessary if other issues that exist between Indian tribal and non-tribal governments are to be resolved. In addition, coordination and cooperation among these groups provide the opportunity to access other funding sources.

### ***What may Indian Tribal Governments and others do to enhance coordination?***

A complete listing of suggested coordination roles and responsibilities for various transportation planning partners is included in chapter 7. Following is a list of activities that may enhance coordination, but does not necessarily apply to all Indian Tribal Governments:

- The Indian Tribal Governments can enhance coordination by taking an active role in transportation planning, including designating an official to be responsible for transportation planning coordination.
- The Indian Tribal Governments may consider making transportation planning a permanent part of tribal administrations and create greater coordination between tribal transportation planners and other tribal planners.
- The Indian Tribal Governments may retain transportation planners who have an awareness of the scope and role of transportation planning and who know the transportation needs of the Indian Tribal Government and tribal members.
- The Indian Tribal Governments, States, Metropolitan Planning Organizations (MPOs), Regional Planning Organizations (RPOs), and local governments can keep an open channel of communication thereby facilitating improved coordination (for example, the Indian Tribal Government might possibly negotiate with State Transportation Agencies for a formal liaison between the State Transportation Agency and the Indian Tribal Government).
- The Indian Tribal Governments, Indian Local Technical Assistance Program (LTAPs), State Transportation Agencies, BIA, and FHWA can conduct training courses for tribal planners and officials on transportation issues and intergovernmental affairs.
- The BIA and FHWA can act as facilitator between States and Indian Tribal Governments, to address problems and concerns on transportation issues. Reference Appendix C, Federal Contacts for Tribal Transportation Planning.
- The BIA and Federal Lands Highway (FLH) can act as an advocate for Indian Tribal Governments.

- States, MPOs, and RPOs can welcome Indian Tribal Governments as partners at the decisionmaking table.
- States, MPOs, and RPOs may consider voting status for Indian Tribal Governments.
- States can designate a tribal liaison or establish a Native American coordinating group.
- States can meet with Indian Tribal Governments one-on-one.

***What are some examples of successful Indian Tribal Government experiences in coordinating transportation planning?***

The following are examples of successful coordination activities by Indian Tribal Governments:

- Initiate meetings and strategy sessions with other agencies to discuss transportation plans, priorities and cooperative projects.
  - Seneca Nation and New York State Department of Transportation (NYSDOT) - The Seneca Nation, working with the Tribal Technical Assistance Program (TTAP) Center, arranged and hosted a meeting among the Indian Tribal Governments, the NYSDOT, and the FHWA to discuss a variety of transportation issues of particular concern to the Indian Nations.
- Encourage other agencies to include tribal transportation issues in their transportation planning efforts.
  - Although some of the State of Arizona's and Navajo Nation's laws conflict, these two governments are working towards issue resolution. A point of cooperative spirit is the construction of the Window Rock Airport Bridge which Arizona DOT (ADOT) funded through the Highway Bridge Replacement and Rehabilitation program. The Navajo Nation owned the bridge, the ADOT was unable to enter into a contractual agreement with the Navajo Nation for the Navajo Nation to build the bridge. The conflict in the laws was resolved through taking a different path. The ADOT utilized the FHWA, who was able to transfer the funds to the BIA, who issued a Public Law 93-638 contract for construction to the Navajo Nation. Relative to transportation planning, the Navajo Nation's DOT worked with the Arizona Transportation Board and the ADOT Holbrook District to put this project in the ADOT Annual and 5-Year Road Construction Program.
  - Osage Tribe and Oklahoma DOT (ODOT) - The Osage Tribe, like other Indian Tribal Governments in Oklahoma, works closely with the ODOT and county governments to address mutual transportation concerns and solutions.

- Jicarilla Apache Tribe and New Mexico State Highway and Transportation Department - The Jicarilla Apache Tribe participates in the RPO established by the State of New Mexico to address transportation issues for the rural area within which much of the tribal lands are located.
- As a result of the Washington State Centennial ACCORD of August 4, 1989, and a December 17, 1993, Washington State-Tribal Transportation meeting to discuss Indian transportation issues and the Intermodal Surface Transportation and Efficiency Act of 1991 legislation as they pertain to tribes within the State of Washington, a task group was formed to develop, write, and publish an ISTEA/tribal handbook. The handbook titled, "Transportation Guide for Indian Governments," was developed in cooperation with various Indian tribal members, Washington DOT (WSDOT) offices, the Governor's Office of Indian Affairs, BIA, Northwest Tribal LTAP, and the FHWA Division Office. The handbook was published in April 1995.
- Increase awareness and gain knowledge by attending transportation meetings, seminars, and conferences.
  - The Intertribal Transportation Association provides a forum for Indian Tribal Governments to discuss transportation issues of common concern and to cooperatively formulate strategies to address these issues.
  - Nebraska Department of Roads (NDOR) - The Nebraska tribes routinely attend meetings with the NDOR to discuss transportation issues. The first of these meetings was arranged and hosted by the FHWA Division Office.
  - North Dakota DOT (NDDOT) - The North Dakota tribes routinely attend meetings with the NDDOT to discuss transportation issues. The first of these meetings was arranged and hosted by the FHWA Division Office.
  - Transportation Research Board (TRB) Subcommittee on Native American Issues - The TRB has a subcommittee that focuses on Native American transportation issues. Although the original focus of the subcommittee was on archeological, historic, cultural and sacred sites, it is expanding to deal with planning and other transportation issues.

***How can Indian Tribal Governments maintain their sovereign status while coordinating tribal transportation planning with other government agencies?***

Through treaties, Supreme Court decisions, and legislation, federally recognized Indian tribes possess sovereignty unlike that of other non-Federal entities in the United States. The BIA and FHWA support Indian Tribal Government sovereignty in coordinating transportation planning with States and other entities. Several ways of exercising sovereignty through participation with

other governments are outlined below.

- Within the context of State transportation planning, Indian Tribal Governments have a right to participate and provide input. This participation occurs as part of the government-to-government relationships between the State and the Indian Tribal Governments.
- The existence of conflicts between State and Indian Tribal Governments may play some part in transportation planning. While awaiting a resolution of problems, planning must continue.
- A successful strategy includes coordination between the Indian Tribal Governments and the State with a role for the BIA in support of the Indian Tribal Governments.
- Indian Tribal Governments may enter into Joint Powers Agreements with other governmental entities to define jurisdiction.

***What organizations can be utilized to increase Indian Tribal Governments and other agencies transportation coordination?***

There are numerous organizations and agencies that are interested and involved in transportation planning. Most of these provide services that are available to Indian Tribal Governments and many are anxious to provide services to tribes as a way of expanding their customer base. Those organizations and agencies available to Indian Tribal Governments include, but are not limited to, the:

- BIA, Division of Transportation;
- BIA, Area/Agency Branch of Roads;
- BIA Safety Office;
- FHWA Division and Resource Centers;
- FLH;
- FLH Divisions (Eastern, Central, and Western);
- FTA Regional Offices;
- Environmental Protection Agency;
- State LTAPs;
- TTAPs;
- State Transportation Agencies;
- RPOs;
- MPOs;
- State Offices of Indian Affairs;
- Local Department of Transportation;
- Rural Transit Operators;

- Tribal transportation organizations;
- Planning organizations;
- National Highway Traffic Safety Administration;
- Indian Health Service;
- Indian Tribal Governments (economic development, community development, housing, etc.);
- Tribal Employments Rights Office;
- Other tribal entities;
- National Association of County Engineers;
- American Association of State Highway and Transportation Officials (AASHTO); and
- Western Association of State Highway and Transportation Officials (WASHTO).

In addition to these groups, many colleges and universities provide outreach and extension programs offering technical assistance. The FHWA sponsors a number of TTAP Centers especially for providing technical assistance and training for Indian Tribal Governments. Those Indian Tribal Governments with lands extending beyond the boundaries of individual States may need to contact agencies in more than one State. Also, there are national, State, and regional meetings that tribal planners can attend. These include, but not limited to: meetings of the Transportation Research Board, AASHTO, the Community Transportation Association of America, the American Public Transit Association, Association of MPOs, and tribal transportation organizations.

***How can Memorandum of Understandings (MOUs) or Memorandum of Agreements (MOAs) be used to enhance coordination in the transportation planning process?***

The transportation planning process is the framework within which informed decisionmaking is performed by those elected or otherwise identified to make decisions regarding transportation issues and/or investments. Both law and necessity require that diverse transportation planning organizations work together on comprehensive transportation plans. Agreement among participants in the planning process, about their understandings of the process, is essential, and may be documented as a MOU or MOA. The parties executing the agreements need to have the authority to enter into such agreements. A commitment to active participation in the planning process is necessary.

The agreements should be signed by officials of all participating parties. Typical agreements should include the:

- Purpose of the planning process;
- Components of the process, such as: definitions, authority, geographical and political areas, and authorized representatives;

- Products of the planning process;
- Organization of the planning process;
- Characteristics of the process, for items such as timeframe and scope, financial constraints, type of plans and, remedies for noncompliance; and
- Roles and responsibilities of each party.

***What barriers exist in coordinating multi-modal transportation planning among groups?***

The Indian Tribal Governments and States have significant issues that need to be resolved before broad-scale coordinated planning will take place. Barriers exist when interpretations of Federal laws and regulations governing the Indian Reservation Roads Program and other programs conflict. The differences in planning capacity between tribal and other transportation organizations and agencies can discourage coordination. Differences in understanding and knowledge of transportation programs, differences in experience and training, and the lack of established tribal transportation plans result in a lack of common goals among the participants in the transportation planning process. Tribal planners normally are responsible for numerous projects, many of which are given a higher priority than transportation issues.

The Indian Tribal Governments can benefit from integrating transportation planning with comprehensive planning and they may consider assigning transportation a high priority.

## CHAPTER 4

### TRANSPORTATION PLANNING ACTIVITY GUIDELINES

#### ***What are the major areas of transportation planning activities?***

There are a variety of transportation planning activities that should be considered by Indian Tribal Governments and tribal organizations when applying for a transportation planning contract. Listed below are transportation planning activities, or portions thereof, that can be performed under Self-Determination contracts, Self-Governance compacts, or other contracting and non-contracting methods (refer to chapter 2 for further information). The activities below are not to be interpreted as the only activities that can be considered as a part of the transportation planning process.

1. Indian Reservation Roads (IRR) Road Inventory: ***This activity involves the gathering, maintaining, and distribution of all road information as required in the IRR inventory database.*** This includes information such as route number, location, length, width, surface type, pavement ratings, class of road, adequacy design standard, construction needs, maintenance needs, etc. ***This database is vital since it is used in determining each Bureau of Indian Affairs (BIA) area's IRR funding.***
2. IRR Bridge Inventory: ***This activity involves the gathering, maintaining, and distribution of all information as required for the national bridge inventory database.*** This includes information such as route number, bridge location and type, length, width, surface type, bridge sufficiency ratings, bridge number, etc. ***This database is an important tool in identifying those existing bridges that have the highest need for repair and/or replacement.***
3. Measurement of Traffic: The process of counting the movement of people and/or vehicles who are using a transportation facility. This includes using automatic traffic counters to measure the volume and type of vehicles using a roadway segment during a specified time period, obtaining pedestrian counts, or manually counting turning movement volumes at intersections.
4. Analysis of Transportation Need Based on Current and Proposed Land Use: A study of the relationship of potential uses of property (public and/or private) to the overall traffic demand. The existing level of service caused by the current land use should be calculated. Based on type and intensity of the proposed land uses, forecasts should be made for trip generation, trip distribution and assignment, and mode split. These forecasts should then be used to determine the number, size, and location of new roadways, transit facilities, etc., or improvements to existing facilities required to provide an acceptable level of service for the travel generated by the proposed development. Transportation planning is based on land use inputs such as:

- Existing developments;
- Population centers;
- Industrial centers;
- Wetlands;
- Cultural sites;
- Historic sites;
- Future growth;
- Intermodal facilities;
- Flood plain;
- Agricultural areas; and
- Recreational areas.

Land use alone may not be enough to justify the need for a transportation facility (i.e., road, bridge, recreational trails, bicycle-pedestrian trails, airport access, etc.). Before a facility can be developed, the transportation planning analysis process must show that a "need" exists based on impacts to one or more of the following areas of concern.

- Current and future traffic patterns
- Social/economic development
- Health and safety
- Environmental concerns
- Scenic byways/tourism
- Development of natural resources

One of the end products of this analysis is a conceptual land use map showing proposed land use and the needed transportation facilities to accommodate the projected land use.

5. Trip Generation Studies: Studies designed to gather data on the number and type of trips in an area, including movements of vehicles, passengers, or goods and services from origin to destination. These studies are performed to determine whether current transportation systems are adequate to meet future demand and identify the need for new transportation facilities or improvements to the present system to improve the overall efficiency of the transportation system.
6. Calculation of Capacity: A traffic analysis performed on a section of road or an intersection to determine current and future level of service.
7. Development and use of Management Systems: The development and use of management systems to manage transportation related data for one or more of the following: road and bridge inventories, pavement management, safety management, bridge management, road and bridge maintenance, highway safety, traffic congestion, public transportation facilities and equipment, and intermodal transportation facilities and systems. These systems can

identify transportation needs and assist in the decisionmaking process of transportation planning and transportation improvements.

8. Financial Planning: A study of how to finance the construction and maintenance of transportation facilities. This includes the development of a plan in which transportation needs are met within the financial limitations of a transportation agency. Elements to be considered in financial planning include:
  - Cost of transportation improvements;
  - Cost of maintaining and administering a transportation facility;
  - Sources of revenue including tribal revenues;
  - Development and updates to the tribal control schedule; and
  - Benefits derived from transportation improvements.
  
9. Investment Analysis: An economic analysis of a proposed transportation facility to determine if such a facility is economically feasible in terms of construction and future maintenance.
  
10. Development/Updating of Tribal Long-Range Transportation Plans: An in-depth study of the various current and projected traffic generators and/or land uses and how they affect the current and future capacity of a transportation network in a given region, State, county, city, and/or community. Transportation planning should consider the full range of modal choices such as highway, rail, pedestrian, transit, air, waterway, bicycle, etc. It should also consider operation, maintenance, and technology investment options that can meet the mobility and economic needs of system users, including persons without cars, the disabled, and the elderly.

A 20-year transportation plan is usually developed through this in-depth study which outlines the transportation needs to meet future traffic demand for a given transportation network. Some basic traffic generators to be included in a tribal Long-Range Transportation Plan include future traffic patterns and capacity, economic development, tourism and recreation, health and social facilities, commercial development, etc.

A tribal Long-Range Transportation Plan will define the short-term as well as the long-range needs and strategies.
  
11. Transportation Facility Operational and Maintenance Planning: In-depth studies of transportation facility operations and maintenance. Results of these studies are a plan of action for such things as transportation system operations, emergency relief and preparedness, snow removal, and the prioritization of transportation facility maintenance activities to insure the investment in a transportation facilities is not lost.
  
12. Priority Analysis: The analysis of all traffic and person mobility related data derived from a

tribal Long-Range Transportation Plan and/or other transportation management systems in an effort to establish a short list of transportation projects (through a ranking process) with the greatest need for a given year (see chapter 6 for further information).

13. Development/Updating of Transportation Improvement Program (TIP)s: The process of gathering the project information developed in the priority analysis and tribal Long-Range Transportation Plan and preparing a TIP of transportation projects expected to be funded over a minimum 3-year period. This program is the driving document in allowing Federal Highway Trust Funds (includes IRR funds) to be expended on project planning, design, and construction of transportation facilities (see chapter 6 for further information).
14. Special Transportation Studies: A process of studying various components of a transportation system resulting in data that can be used in the planning, design, construction, and maintenance of transportation systems. Such studies may include:
  - Pre-design corridor studies;
  - Bicycle paths;
  - Modal transfer facilities;
  - Safety studies;
  - Access to other facilities such as airports, waterways, rail stations, bus terminals, regional refuse transfer stations, recreational facilities;
  - Pedestrian walkways;
  - Scenic area pullouts, rest areas, and adjacent parking areas; and
  - Access to jobs studies.
15. Coordination with States, Metropolitan Planning Organizations (MPOs), Regional Planning Organizations (RPOs): The process of coordinating proposed transportation facility needs with States, MPOs, and RPOs through meetings, and submission of TIPs to these organizations to coordinate, communicate, and collaborate on funding, planning, design, and construction of such transportation facilities. (See chapter 3 for further information.)
16. Public Involvement: The process of providing the public the opportunity to provide input into the transportation planning activities as well as for the benefit of gathering public input into a proposed transportation facility, plans, programs, etc. Public input can provide immeasurable benefits in the development of a transportation plan and TIP by ensuring that implementation has public support.
17. Mapping: The development and maintenance of maps including a road atlas, accident study, traffic flow, conceptual land use, zero car owner households, etc., used for a variety of transportation purposes including transportation planning.
18. Transit Planning: Includes, but not limited to the following examples: conducting on board passenger surveys to determine customer needs, inventory of rolling stock to determine

scheduled replacement needs; locational studies for transit centers, maintenance and dispatch facilities (including environmental analyses); route design based on demographic and origin/destination studies, etc.

19. BIA Functional Classification of Roads: This is an analysis of a specific transportation facility taking into account current and future traffic generators, and their relationship to connecting or adjacent BIA, State, county, Federal, and/or local roads. The classifications are:

- Class 2 Roads: Major or minor arterial roads providing an integrated network having the characteristics for serving traffic between large population centers, generally without stub connections. May also link smaller towns and communities to major resort areas which attract travel over long distances and generally provide for relatively high overall travel speeds with minimum interference to through traffic movement. Generally provide for at least inter-county or interstate service and are spaced at intervals consistent with population density.
- Class 3 Roads: Streets-roads which are located within communities serving residential and other urban type settings.
- Class 4 Roads: Section line and/or stub type roads which collect traffic for arterial type roads, make connections within the grid of the IRR system. May serve areas around villages, into farming areas, to schools, tourist attractions, or various small enterprises. Also included are roads and vehicular trails for administration of forest, grazing mining, oil, recreation, or other utilization purposes. This classification encompasses all those public roads not falling into either the Class 2 or 3 definitions above.
- Class 5 Roads: This classification encompasses all non-road type paths, trails, walkways, or other designated types of routes for public use by foot traffic, bicycles, trail bikes, or other uses to provide for general access of non-vehicular traffic.

The preceding classification is based on the current BIA's functional classification system. The classifications of roads by States vary and may not coincide with the BIA's definitions for classification of roads. A State's classification is generally based on the Federal Highway Administration's (FHWA) classification system. What the BIA considers a Class 2 major arterial road may be viewed by a State as a major collector. Table 1 shows the variance in classification of roads between the BIA and States/FHWA. The Indian Tribal Governments may develop or determine their own classification. It is important that Indian Tribal Governments, BIA, and States cooperatively resolve disagreements on system designation and classification issues.

**Table 1**

**FHWA Rural Functional Classification vs BIA Functional Classification**

FHWA RURAL FUNCTIONAL CLASSIFICATION	BIA FUNCTIONAL CLASSIFICATION	COMMENTS
<p><b>Principal Arterial</b> - FHWA Principal Arterials are essentially the National Highway System including the Interstate. They represent an integrated network of continuous routes which serve statewide or interstate travel and serve virtually all urban areas of 50,000 pop. and most more than 25,000 pop.</p>	<p><b>Class 2</b> - Major or minor arterial roads providing an integrated network having the characteristics for serving traffic between large population centers, generally without stub connections. May also link smaller towns and communities to major resort areas which attract travel over long distances and generally provide for relatively high overall travel speeds with minimum interference to through traffic movement. Generally provide for at least inter-county or interstate service and are spaced at intervals consistent with population density.</p>	<p>Very few FHWA principal arterial, such as the NHS, will be on the BIA system.</p>
<p><b>Minor Arterial</b> - FHWA minor arterials are roads which in conjunction with principal arterials form an integrated network that links, cities and larger towns, and other significant traffic generators and provide interstate and inter-county service.</p>		<p>A few FHWA minor arterials will be on the BIA system</p>
<p><b>Major Collectors</b> - FHWA major collectors are roads that connect with the arterials and provide intra-county service to any county seat not on an arterial route and to larger towns and traffic generators not served directly by an arterial.</p>		<p>Some FHWA major collectors will be on the BIA system.</p>
<p><b>Minor Collectors</b> - FHWA minor collectors collect traffic from local roads and bring it to the major collectors thereby bringing all developed areas, smaller communities and locally important traffic generators within a reasonable distance of a major collector road.</p>	<p><b>Class 4</b> - Section line and/or stub type roads which collect traffic for arterial type roads, made connections within the grid of the IRR system. May serve areas around villages, into farming areas, to schools, tourist attractions or various small enterprises. Also including roads and vehicular trails for administration of forest, grazing, mining, oil, recreation, or other utilization purposes. This classification encompasses all those public roads not falling into either the Class 2 or 3 definitions above.</p>	<p>It is common for an FHWA minor collector to be on the BIA system.</p>
<p><b>Locals</b> - Local roads primarily provide access to adjoining land and short distance travel service compared to arterials and collectors.</p>	<p><b>Class 3</b> - Streets-roads which are located within communities serving residential and other urban type settings.</p>	<p>The majority of the FHWA classified roads are locals, while the majority of travel on the system is on the higher classified roads. Most BIA Class 3 roads are FHWA locals.</p>
<p><b>Non-classified (trails, etc.)</b></p>	<p><b>Class 5</b> - This classification encompasses all non-road type paths, trails, walkways, or other designated types of routes for public use by foot traffic, bicycles, trail bikes or other uses to provide for general access of non-vehicular traffic.</p>	<p>FHWA does not classify roads that fall in BIA Class 5.</p>

## CHAPTER 5

### LONG-RANGE TRANSPORTATION PLANNING

#### ***What are the purpose and goals of long-range transportation planning?***

Long-range transportation planning is a vision of the future, guiding decisionmaking today. The purpose of long-range transportation planning is to fulfill tribal goals by developing strategies to meet identified transportation needs. These strategies should address future land use, economic development, traffic demand, public safety, health and social needs for the next 20 years.

Long-range transportation planning should consider a full range of modal choices and investment options such as:

#### Modal Choices

roads  
rail  
transit  
air  
waterways  
bicycle  
pedestrian

#### Investment Options

system operations  
system maintenance  
technological improvements  
capacity expansion  
innovative financing

Long-range transportation planning is performed within the context of comprehensive planning. A comprehensive plan includes a transportation component that addresses economic and social needs such as housing, employment, education, health care, natural resources, environmentally-sensitive areas, sovereignty, land use, parks and recreation, tourism, culture, history, utilities, pedestrian access, signalization, etc.

The goal of long-range transportation planning is to develop and maintain a transportation system that complements the social and economic development of an Indian Tribal Government through the efficient and effective movement of people and goods using limited funds.

#### ***What are the basic elements applicable to a Long-Range Transportation plan?***

Each entity developing a long-range transportation plan should determine which elements to include in their plan and how they will develop their plan. Plan development for a small area/tribe may be simpler than a large area/tribe. The following is what a comprehensive long-range transportation plan should include, but may not be applicable to all entities:

- An evaluation of a full range of modal choices and connections between modes to effectively and economically meet short- and long-term transportation needs.

- Trip generation studies including determination of traffic generators due to land use. These studies determine current and future levels of service of existing and proposed transportation facilities. This information is used to identify needed improvements to existing facilities and construction of new facilities.
- Social and economic development planning to identify transportation improvements or needs to accommodate existing and proposed land use in a safe economical fashion such as gaming facilities, housing developments, school bus routes, public fire trails, health care, employment centers, and educational facilities.
- Safety planning and analysis to identify portions of a transportation system that pose high risks to the user such as high accident locations, narrow bridges, and poor sight distance.
- A review of the existing and proposed transportation system to identify the relationships between the transportation system and the environment. This means balancing the needs of the user with the protection of the environment.
- Cultural preservation planning to identify those issues of importance to the Tribe and develop a plan within transportation planning which is sensitive to tribal cultural preservation. This means balancing the need of the user with the preservation of the tribe's cultural identity.
- Scenic byways and tourism plans which identify demands for improvements to existing transportation facilities and the development of new facilities to accommodate the influx of tourism as a result of a national park, scenic landscape, historic places and/or buildings.
- Energy conservation considerations to promote the efficiency of existing and proposed transportation facilities in an effort to reduce the dependency and demand on fossil fuels.
- A prioritized list of short term transportation needs. The Long-Range Transportation Plan is not necessarily a list of projects.
- Analysis of funding alternatives to achieve plan recommendations.

***How is public involvement addressed in the development of the tribal Long-Range Transportation Plan?***

Public involvement begins at the same time long-range transportation planning begins since it is a process to involve the general public. Public involvement covers a broad range of users from private citizens to major public and private entities.

Public involvement may be handled for the tribal Long-Range Transportation Plan in either of the following two ways:

- **Public Meetings:** The public meetings are advertised in local public newspapers at least 15 days before the meeting date. At the public meeting, copies of the draft Long-Range Transportation Plan are available. Information is provided on funding and the planning process. The public is provided the opportunity to comment, either verbally or in writing.
- **Public Notice:** This requires publishing a notice in the local and tribal newspapers when the draft Long-Range Transportation Plan is complete. The notice states the Long-Range Transportation Plan is available for review, where a copy can be obtained, contact person for questions, where comments may be submitted, and the deadline for submitting comments, normally 30 days.

Public involvement may be handled by the Bureau of Indian Affairs (BIA) or Indian Tribal Government. The procedures described above for the public involvement process are specifically prescribed by the Federal Highway Administration, BIA, and Indian Tribal Government for tribal long-range transportation planning.

***Who develops, reviews, and approves the tribal Long-Range Transportation Plan?***

Development of the tribal Long-Range Transportation Plan will normally be done in one of three ways:

1. By an Indian Tribal Government working through a Self-Determination contract or Self-Governance compact or other funding sources.
2. By a qualified consultant who is a subcontractor for an Indian Tribal Government that has a Self-Determination contract or Self-Governance compact.
3. By the BIA upon request of and in consultation with an Indian Tribal Government. The Indian Tribal Government and BIA need to agree on the methodology and elements included in development of the tribal Long-Range Transportation Plan along with time frames before work begins.

During the development of the tribal Long-Range Transportation Plan, a midpoint review should be conducted jointly by the Indian Tribal Government and BIA. The public reviews a draft tribal Long-Range Transportation Plan as part of the public involvement process. The Plan is further refined to address any issues identified during the public review process.

The tribal Long-Range Transportation Plan is approved by the Indian Tribal Government.

***How is the tribal Long-Range Transportation Plan implemented and updated?***

The Indian Tribal Government implements the tribal Long-Range Transportation Plan through the development of a tribal Transportation Improvement Program (tribal TIP) and/or priority list as delineated in chapter 6. The tribal Long-Range Transportation Plan is normally reviewed and updated every 5 years unless conditions dictate otherwise. The update process is similar to the development process.

## CHAPTER 6

### TRANSPORTATION IMPROVEMENT PROGRAMS

*Title 23, United States Code (23 U.S.C.), Section 204(j) states, "INDIAN RESERVATION ROADS PLANNING.--Up to 2 percent of funds made available for Indian reservation roads for each fiscal year shall be allocated to those Indian tribal governments applying for transportation planning pursuant to the provisions of the Indian Self-Determination and Education Assistance Act. The Indian tribal government, in cooperation with the Secretary of the Interior, and, as appropriate with a State, local government, or metropolitan planning organization, shall carry out a transportation planning process in accordance with subsection (a). Projects shall be selected by the Indian tribal government from the transportation improvement program and shall be subject to the approval of the Secretary of the Interior and the Secretary."*

#### **What is the tribal priority list?**

The tribal priority list is a list of transportation projects which the Indian Tribal Government considers a high priority. The projects may or may not be identified in order of priority. This list is not financially constrained.

#### **What is the tribal Transportation Improvement Program (TIP)?**

The tribal TIP is a multi-year, financially constrained, list of proposed transportation projects to be implemented within or providing access to Indian country during the next 3 or more years. It is developed from the tribal priority list. The tribal TIP is consistent with the tribal Long-Range Transportation Plan and must contain all Indian Reservation Roads (IRR) funded projects. It may also contain information regarding other Federal, State, county, municipal, and tribal transportation projects initiated by or developed in cooperation with the Indian Tribal Government. Only those projects approved for funding by the sponsoring governmental entity may be included in the tribal TIP. It is reviewed and updated as necessary. The only entity that can change the tribal TIP is the Indian Tribal Government.

Examples of transportation projects include, but are not limited to: New road construction, road reconstruction/resurfacing, road sealing, bridge construction, transit facilities, bike/pedestrian enhancements, highway safety, etc.

The tribal TIP identifies the implementation year of each project. The development of the tribal TIP establishes tribal priorities for IRR and other transportation projects. It is the Indian Tribal Government's voice in selecting the year in which projects are programmed. It is also a useful tool for keeping track of transportation projects programmed by other government agencies i.e., Federal Transit Administration (FTA), Federal Housing Administration, Federal Aviation

Administration, etc. and coordinating them with IRR transportation projects. By developing a tribal TIP, the Indian Tribal Government is taking a pro-active role in the transportation planning process and exercising its sovereignty in controlling the programming of transportation projects on tribal land.

The public involvement process for the tribal TIP may be performed by the Indian Tribal Government using procedures similar to those discussed in chapter 5.

### **What is the IRR TIP?**

The IRR TIP is a prioritized list (by year) of IRR funded projects, selected by Indian Tribal Governments through tribal TIPs, or other tribal actions, that are programmed for construction in the next 3-5 years. The IRR projects identified on the tribal TIP must be included in the IRR TIP without further action subject to air quality conformity determination.

The IRR TIP is included in the Statewide Transportation Improvement Program (STIP) developed by each State Transportation Agency without further action. If an IRR project lies within a metropolitan area, it must be included in the metropolitan area TIP without further action.

### **How is the IRR TIP updated and approved?**

The Bureau of Indian Affairs (BIA) area office updates the IRR TIP annually for each State in its service area. The process begins by providing the projected IRR Program funding amount to each Tribe. The BIA area/agency office receives a tribal TIP or tribal priority list from each Indian Tribal Government.

The BIA area office places the IRR information from tribal TIPs into the IRR TIP unchanged.

A BIA analysis of the tribal priority list results in anticipated project costs and proposed scheduling of construction activity based on the tribe's percent share of the area's IRR budget. The BIA reviews the programming of proposed projects with the Indian Tribal Government and agreed upon adjustments are made.

The BIA area office then updates the areawide control schedule for its service area, to include IRR projects from tribal TIPs and the selected projects from the tribal priority list. The BIA area office then produces an IRR TIP for each State in its service area from the areawide control schedule for signature by the Secretaries of Interior and Transportation or their designees. The revised areawide control schedule is provided to the BIA, Division of Transportation (BIADOT) for review and comment

The timeframe for the annual update of the IRR TIPs for each State in a BIA area office's service area should be coordinated with the State Transportation Agencies within its service area. This

will ensure that approved IRR TIP updates are included with the STIPs when they are printed and distributed. A typical time line for the annual update of an IRR TIP is included at the end of this chapter (Figure 5). Actual time lines for updating the IRR TIP will be determined by the BIA area office in consultation with the State Transportation Agencies and Indian Tribal Governments within its service area.

## **How is public involvement used in conjunction with the development of the IRR TIP?**

*The 23 U.S.C, Section 135(f) requires that each State Transportation Agency provide a reasonable opportunity for the public to comment on the proposed STIP.* Opportunity for comment must take place for the IRR TIP because it is part of the STIP. It is the responsibility of the Secretary of the Interior to ensure that the public involvement process has occurred prior to submitting the IRR TIP to the Federal Highway Administration's (FHWA) Federal Lands Highway (FLH) for approval.

Public involvement may be handled for the IRR TIP in any of three ways:

- Normal public involvement entails one or more public meetings: The public meetings are advertised in local public newspapers at least 15 days before the meeting date. At the public meeting, copies of the draft IRR TIP are available. Information is provided on funding, proposed improvements, and the planning process. The public is provided the opportunity to comment, either verbally or in writing.
- Public involvement conducted by the State Transportation Agency or Metropolitan Planning Organization (MPO): The timeframe for State Transportation Agency/MPO public involvement is worked out cooperatively with the Indian Tribal Government and/or BIA. This requires providing a draft tribal or IRR TIP to the State Transportation Agency/MPO for public review and comment in accordance with the State Transportation Agency/MPO's time line.
- Minimum public involvement: This requires publishing a notice in the local and tribal newspapers when the draft tribal or IRR TIP is complete. The notice states that the TIP is available for review, where a copy can be obtained, contact person for questions, where comments may be submitted, and the deadline for submitting comments.

Minimum public involvement and normal public involvement may be handled by the BIA or by the individual Indian Tribal Government. Public involvement by the State Transportation Agency/MPO is handled by the State Transportation Agency or MPO. The BIA and Indian Tribal Government should participate in this process.

The procedures and requirement described above for the public involvement process are specifically prescribed by the BIA and FHWA for IRR transportation planning and not for metropolitan or statewide transportation planning. The public involvement processes for statewide and metropolitan transportation planning are established by the planning process participants within broad guidelines established by the FHWA and FTA under the framework of 23 U.S.C.

### ***What happens after the IRR TIP is approved?***

When the IRR TIP, or amendment to the IRR TIP, is approved by the FLH, the approved original is returned to the BIA area office and copies are provided to the BIADOT, FHWA division office, and Indian Tribal Governments. The FHWA division office transmits the approved IRR TIP to the State Transportation Agency for inclusion in the STIP.

Upon receipt of the approved IRR TIP and availability of funds, the BIADOT enters the projects into the Federal Finance System within 7 days. Expenditure of funds for development of the projects may then begin even though the State Transportation Agency may not have yet added the approved IRR TIP to the STIP.

### ***When and how must an approved IRR TIP be amended?***

An amendment is necessary and the public involvement and approval process is repeated if a new project is added to the current fiscal year (FY) IRR TIP. An amendment may be processed at any time up to August 15 of each FY. Once approved, a copy of the amended IRR TIP shall be provided to the applicable Indian Tribal Government(s). There is no need to amend an approved IRR TIP if the dollar amount of a project changes or the planned year of construction changes.

### ***What is the STIP?***

The STIP is a financially constrained multi-year, list of transportation projects to be implemented throughout the State. The STIP is developed cooperatively through the statewide planning process and is consistent with the statewide plan, metropolitan plan, and metropolitan TIP. ***A STIP is jointly approved at least every 2 years by the FHWA Division Administrator and the FTA Regional Administrator for the Secretary of Transportation (23 U.S.C., Sections 134 and 135).***

***The STIP is required by 23 U.S.C, Section 135. By this section of the law, States are required to develop, as part of the statewide transportation planning process, a STIP for all areas of the State. The planning process is a cooperative process. Consequently, the STIP is developed within a cooperative environment including consideration of the concerns of Indian tribal governments. Opportunity for public comment on the STIP is required.***

*All projects to be funded under 23 U.S.C. and 49 U.S.C. 53 must be in the STIP. Accordingly, the IRR TIP is included in the STIP. All projects in the IRR TIP may be grouped in the STIP within one line item other than those that are regionally significant and must be individually identified in the STIP.*

### **How is the STIP developed and approved?**

The State Transportation Agencies develop STIPs in cooperation with other governments and agencies that are involved in the statewide transportation planning process (including metropolitan and tribal transportation planning). The STIPs are developed in accordance with a time schedule established by those involved in STIP development. The State and those involved will likely have an annual process which all will follow as they prepare input to the STIP. The approved MPO TIPs and IRR TIPs are incorporated, without change, into the STIP. The STIP receives State Transportation Agency endorsement and is submitted to the FHWA and FTA for joint Federal approval. The FHWA/FTA may approve the full STIP or just a portion of it. They may approve with conditions. An example of a conditional approval could be that the planning process needs to be more open to all participants {23 U.S.C., Section 135}. Projects are selected for implementation from the approved STIP by the sponsoring agencies including Indian Tribal Governments, the BIA, State Transportation Agency, and local governments. For details on how the STIP is developed in a specific State, the State Transportation Agency or FHWA division office should be contacted (see appendix C).

**Figure 2**

**IRR Program  
Transportation Improvement Program  
Public Involvement Certification**

I, \_\_\_\_\_, of the Bureau of Indian Affairs

\_\_\_\_\_ Area Office, do hereby certify that we have complied with

Title 23 U.S.C., Section 204, for the Public Involvement Process for the attached IRR Program

Transportation Improvement Program or project.

EXAMPLE

\_\_\_\_\_  
Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

**Figure 3**

Tribal Transportation Improvement Program for Fiscal Year \_\_\_\_\_  
 Indian Tribe \_\_\_\_\_ BIA Area/Agency Office \_\_\_\_\_

ROAD CONSTRUCTION						
ROUTE NUMBER	PROJECT NAME LOCATION OF IMPROVEMENT	LENGTH (KM)	TYPE OF IMPROVEMENT	YEAR OF CONSTRUCTION	FUNDING SOURCE	CONSTRUCT COST (MIL \$)
NON-ROAD CONSTRUCTION						
PROJECT NUMBER	PROJECT NAME	# PROJECT UNITS	PROJECT DESCRIPTION	YEAR OF PROJECT IMPLEMENTATION	FUNDING SOURCE	PROJECT COST (MIL\$)

NOTE: To be prepared by tribal transportation planner or other authorized individual.

**FIGURE 4**

Date \_\_\_\_\_ INDIAN RESERVATION ROAD (IRR) TRANSPORTATION IMPROVEMENT PROGRAM FOR FISCAL YEAR 19\_\_ \_ QUARTER PAGE\_\_

FEDERAL LANDS HIGHWAY PROGRAM, 23 U.S.C. 204

STATE: \_\_\_\_\_ BIA AREA CODE - \_\_\_\_\_ FFS 931

COUNTY AND RESERVATION	ROUTE NUMBER	ID PROJECT NUMBER HIGHWAY (BRIDGE) PROJ NAME	TERMINI FM ( STATE # ) TO ( BIA # )	PROJECT UNITS MI (FT)	PRE ENGR CON ENGR AMOUNT	CONSTR PROJECT TOTAL AMOUNT	PMS,STA RATING	STATUS ----- CONSTR TYPE

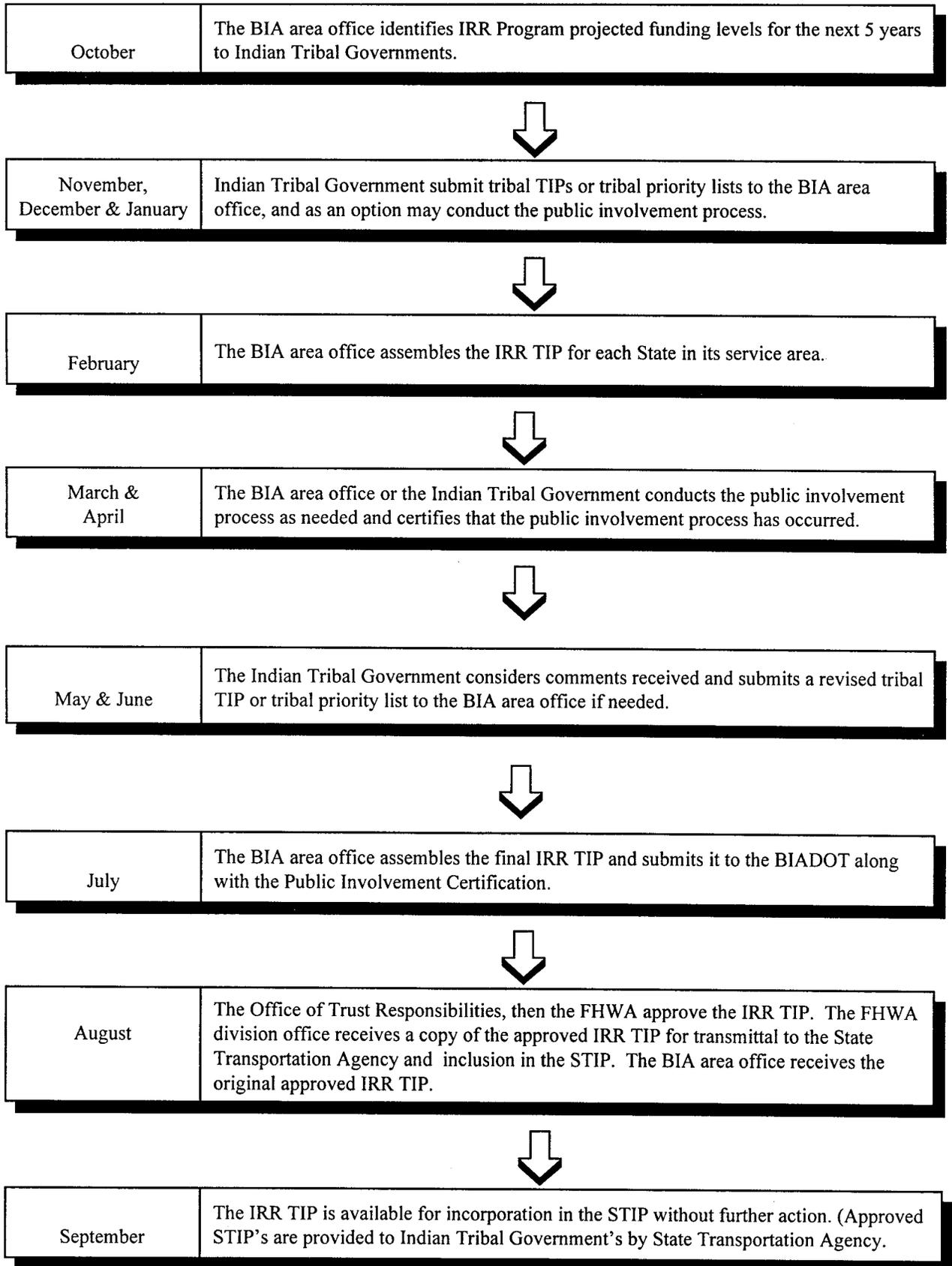
\* TOTALS \*

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

AREA ENGINEER \_\_\_\_\_ DATE: \_\_\_\_\_ DIRECTOR, OFFICE OF TRUST RESPONSIBILITIES \_\_\_\_\_

AREA DIRECTOR \_\_\_\_\_ DATE: \_\_\_\_\_ FEDERAL HIGHWAY ADMINISTRATION \_\_\_\_\_

**FIGURE 5: THE IRR TIP DEVELOPMENT PROCESS**



## CHAPTER 7

### ROLES AND RESPONSIBILITIES IN THE INDIAN RESERVATION ROADS (IRR) TRANSPORTATION PLANNING PROCESS

The entities that have roles and/or responsibilities in the IRR transportation planning process include: the FHWA's FLH; BIADOT, BIA area offices; OSG; ITGs and sometimes as a part of the coordination process, FHWA's FADO; FTA; STAs, MPOs, RPOs; TTAP and LTAP Centers. The outline on the following pages identifies each major function of the transportation planning process followed by a matrix listing of activities and the entities' role and/or responsibility. The matrix roles are identified by a bullet "●" and responsibilities are identified with an asterisk "\*".

Note: A role and/or responsibility identified in the matrix for BIA areas also applies to BIA agencies that have been delegated that authority by their area office.

#### List of Acronyms used in this Chapter

BIA	Bureau of Indian Affairs
BIADOT	Bureau of Indian Affairs, Division of Transportation
DOI	Department of Interior
DOT	Department of Transportation
FADO	Federal-Aid Division Office (FHWA)
FHWA	Federal Highway Administration
FLH	Federal Lands Highway
FTA	Federal Transit Administration
IRR	Indian Reservation Roads
ITG	Indian Tribal Government
LRT	Long-Range Transportation
LTAP	Local Technical Assistance Program
MPO	Metropolitan Planning Organization
OSG	Office of Self-Governance
P.L. 93-638	Public Law 93-638, Indian Self-Determination and Education Assistance Act, as amended
PMS	Pavement Management System
RPO	Regional Planning Organization
STA	State Transportation Agencies
STIP	Statewide Transportation Improvement Program
TIP	Transportation Improvement Program
TTAP	Tribal Technical Assistance Program
23 U.S.C.	Title 23, United States Code

**What are the roles and responsibilities in the IRR Transportation Planning Funding (TPF) process?**

IRR TPF PROCESS		ROLES (●) & RESPONSIBILITIES (*)					
	ACTIVITIES	FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP
1	Develop policy and procedures on the use and distribution of IRR-TPF according to 23 U.S.C. and P.L. 93-638, as amended.	*	*			*	
2	Recommend approval of IRR-TPF policy and procedures to the Secretaries of Interior and Transportation.	*	*			●	
3	Transfer contract authority for the IRR-TPF to BIADOT at the beginning of each fiscal year.	*					
4	Calculate and distribute the IRR-TPF to the 12 BIA area offices according to the relative needs formula.		*				
5	Notify ITGs of available IRR-TPF.			*			
6	Provides technical assistance upon request to the ITGs in the development of proposals or negotiated agreements for IRR-TPF.	●	●	*	*	●	
7	Enter into Self-Governance compacts with the Secretary of Interior to obtain IRR-TPF to conduct transportation			●	●	*	
8	Enter into Indian Self-Determination contracts with the Secretary of the Interior to obtain IRR-TPF to conduct transportation planning activities, or portions thereof.			●		*	
9	Utilize IRR-TPF to conduct transportation planning activities at the request of ITGs.		●	*		●	

IRR TPF PROCESS		ROLES (●) & RESPONSIBILITIES (*)						
	ACTIVITIES	FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP	
10	Prepare travel authorization request to obtain IRR-TPF to attend transportation meetings, seminars, and conferences.			●		*		
11	Approve travel authorization for IRR-TPF to attend (transportation) meetings, seminars, and conferences for direct service tribes.			*				
12	Reprogram the unobligated IRR-TPF at the end of the fiscal year to construction projects identified by the Indian Tribal Government.		*	*		●		
13	Monitor the obligation of nationwide IRR-TPF throughout the fiscal year.	*	*	●		●		
14	Maintain records on the use of IRR-TPF for process reviews in accordance with P.L. 93-638 as amended, for Self-Governance and Indian Self-Determination contracts.					*		
15	Prepare annual report to BIADOT on the obligation of area-wide IRR-TPF.			*				
16	Prepare annual report to FHWA-FLH and make available to the tribes, on the obligation of IRR-TPF nationwide.		*					
17	Review transportation planning products of the Area office and tribes under compacts and contracts during IRR process and product reviews.	*	*	●	●	●		
18	Provide technical training upon request to Indian Tribal Government on how to develop proposal and negotiate agreements.	*	*	*	*		●	

**What are the roles and responsibilities in BIA Atlas Mapping?**

BIA ATLAS MAPPING		ROLES (●) & RESPONSIBILITIES (*)						
ACTIVITIES		FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP	
1	Develop policy and guidance for developing and updating BIA atlas maps.	●	*	●		●		
2	Budget and allocate the Central Office portion of BIA administrative funds for developing and updating BIA atlas maps.		*			●		
3	Obtain Central Office administrative funds to develop and update the tribes share of BIA atlas maps under Self-Governance and P.L. 93-638 contracts.		●	●	●	*		
4	Provide assistance to BIADOT in developing and updating BIA atlas maps.			*		●		
5	Develop and update BIA atlas maps annually.		*	●		●		
6	Provide assistance to ITGs in developing and updating BIA atlas maps.		●	*		●		
7	Develop, review accuracy, notify BIADOT of needed changes and update BIA atlas maps under Self-Governance compacts.				●	*		
8	Develop, review accuracy, notify the area office of needed changes and update BIA atlas maps under Indian Self-Determination contracts.					*		
9	Review and issue final approval of requested changes to BIA atlas maps.		*	●		*		
10	Maintain a library of current BIA atlas maps nationwide and provide copies to the FLH and area offices.		*					

BIA ATLAS MAPPING		ROLES (●) & RESPONSIBILITIES (*)						
	ACTIVITIES	FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP	
11	Maintain a library of current BIA atlas maps nationwide and provides copies to FADOs, STAs and if applicable, MPOs.	*						
12	Maintain a library of current BIA atlas maps area-wide and provide copies to ITGs.			*				
13	Maintain a library of current BIA atlas maps for their own jurisdictions, reservations, and lands.					*		
14	Utilize the BIA atlas maps as a planning tool throughout the transportation planning process.	●	●	●	●	●		
15	Upon request of Indian Tribal Government, provide training on how to develop and update BIA atlas maps.		●	●			●	

### What are the roles and responsibilities for the IRR Inventory?

BIA INVENTORY		ROLES (●) & RESPONSIBILITIES (*)					
ACTIVITIES		FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP
1	Develop policy and guidance for defining and updating the IRR inventory system.	*	*	●		*	
2	Maintain and update the nationwide IRR inventory database and provides copies to the BIA areas and ITGs upon request.		*				
3	Obtain administrative funds to maintain and update ITGs share for IRR Inventory under Self-Governance compacts and Indian Self-Determination contracts.			●	●	*	
4	Collect information for updating the area-wide IRR Inventory and furnish copies to BIADOT and ITGs.			*		●	
5	Review IRR Inventory update information nationwide for quality assurance.	*	*	●		●	
6	Submit additional new route or deletions to the IRR Inventory by tribal resolution to the area office.					*	
7	Review submitted new routes or deletions to the IRR Inventory for accuracy and transmit to BIADOT.			*		*	
8	Approve submitted new routes or deletions and maintain the area-wide IRR Inventory.			*			
9	Furnish copies of updated IRR Inventory information to FLH.		*				
10	Use IRR Inventory information for Government Performance and Results Act reporting and program accomplishments.	*	*		*		
11	Utilize IRR Inventory information as a planning tool throughout the transportation planning process.	●	●	●	●	●	
12	Upon request of the ITG, provide training on how to perform IRR inventory.		*	*			●

**What are the roles and responsibilities for IRR Safety, Bridge, Pavement, and Congestion Management Systems (where appropriate)?**

IRR SAFETY, BRIDGE, PAVEMENT, AND CONGESTION MANAGEMENT SYSTEMS		ROLES (●) & RESPONSIBILITIES (*)						
ACTIVITIES		FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP	
1	Develop policy and procedure for the IRR management systems for roads and bridges on the IRR Inventory.	*	*	●		*		
2	Implement and maintain the nationwide IRR management systems for roads and bridges on the IRR Inventory.	●	*	●		●		
3	Implement and maintain an area-wide IRR management system and provide copies to BIADOT and ITGs annually.		●	*		●		
4	Implement and maintain IRR management systems for tribe's share of roads & bridges on the IRR Inventory under Self-Governance compacts and Indian Self-Determination contracts.	●	●	●	●	*		
5	Implement and maintain IRR management systems for tribes' share of roads and bridges on the IRR inventory for direct service tribes.	●	●	*		●		
6	Assist BIADOT and ITGs upon request with the implementation and operation of IRR management systems.	●	●	*		●		
7	Obtain information for the operation of IRR management systems and furnish copies to BIADOT and the area office.		●	*		*		
8	Upon request of the ITGs, obtain additional information for IRR management systems and provide copies to BIADOT and the ITGs.	●	●	*		●		
9	Provide reports generated from the nationwide IRR management systems to FLH, area offices, States, and ITG upon request.		*	●				

IRR SAFETY, BRIDGE, PAVEMENT, AND CONGESTION MANAGEMENT SYSTEMS		ROLES (●) & RESPONSIBILITIES (*)						
	ACTIVITIES	FHWA FLH	BIA DOT	BIA Area	OSG	ITG	TTAP LTAP	
10	Provide reports generated from the area-wide IRR management systems to assist ITGs in prioritizing projects.			*		●		
11	Utilize information generated from safety, bridge, and pavement management system reports to assist in prioritizing projects.			*		*		
12	Review the implementation of the IRR management systems.	*	*	●		●		
13	Provide training and technical assistance in the use of IRR management systems upon request.	*	*	*				
14	Utilize information generated from the IRR management systems in briefing, reports, and program summaries.	*	*	*	*	*		
15	Utilize information generated from the IRR management systems throughout the transportation planning process.	*	*	*		*		
16	Upon request of Indian Tribal Government, provide training on how to implement and operate managements systems.	●	●	*			*	

**What are the roles and responsibilities for Coordination among State, Federal, Indian Tribal, and Local Governments?**

COORDINATION ACTIVITIES		ROLES (●) & RESPONSIBILITIES (*)										
		DOT			OSG	DOI		ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP	
		FTA	FLH	FHWA		FADO	BIA DOT					BIA AREA
1	Encourage meetings among the States, MPOs, RPOs, Indian tribal and local governments to discuss transportation needs, development of joint projects, and resolution of problems.	●	●	●	●	●	●	●	●	●	●	●
2	Participate on committees or teams to develop or improve transportation planning procedures.	●	●	●	●	●	●	●	●	●	●	●
3	Assist ITGs in their planning activities.	*	*	*	*	*	*	*	*	*	*	*
4	Coordinate their transportation planning activities with other interested parties.							*	*	*	*	*
5	<i>Considers the concerns of Indian Tribal Governments in accordance with 23 U.S.C. Section 135.</i>								*	*	*	*
6	Through the STIP process, monitors the inclusion of ITGs in statewide transportation planning.	*		*								
7	Provides long and short-range transportation information to interested parties.								*	*	*	*

COORDINATION		ROLES (●) & RESPONSIBILITIES (*)										
ACTIVITIES	FTA	DOT			OSG	DOI		ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP	
		FLH	FHWA	FADO		BIA DOT	BIA AREA					
												●
8	Facilitate resolution of issues between ITGs and States.	●	●	●	●	●	●					
9	Advise ITGs of Federal, State, and local transportation funding opportunities.	●	●	●		●	●		●	●	●	
10	Invite FHWA, FTA, BIA area, State, local governments, MPOs, RPOs, and ITGs to transportation planning meetings.	●	●	●		●	●	●	●	●	●	
11	Upon request of the Indian Tribal Government, provide training on coordination.	●	●	●		●	●				●	

### What are the roles and responsibilities in IRR LRT Planning?

IRR LRT PLANNING		ROLES (●) & RESPONSIBILITIES (*)									
ACTIVITIES		DOT			DOI			ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP
		FTA	FLH	FHWA FADO	OSG	BIA DOT	BIA AREA				
1	Cooperatively develop policy on IRR LRT planning.		*			*		●			
2	Identify IRR LRT needs for their jurisdiction.							*			
3	Cooperatively develop the IRR LRT Plan.							*			
4	Conduct and/or attend meetings and public hearings for the IRR LRT Plan.							*			
5	Make draft IRR LRT Plans available for public review and comment.							*			
6	Review draft IRR LRT Plan upon request by initiating entity.	*	*	*		*		*	*	*	
7	Distribute copies of the approved IRR LRT Plan.							*			
8	Certify the public involvement process.							*			
9	Perform tribal IRR LRT planning via P.L. 93-638.				●			*			
10	Perform tribal IRR LRT planning upon tribal request.							*	●		
11	Approve or accept IRR LRT Plans for their jurisdiction.							*			

IRR LRT PLANNING		ROLES (●) & RESPONSIBILITIES (*)									
ACTIVITIES		DOT			DOI			ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP
		FTA	FLH	FHWA FADO	OSG	BIA DOT	BIA AREA				
12	Maintain a library of completed IRR LRT Plans within areas of jurisdiction.		*			*	*	*			
13	Provide technical assistance and training upon request for IRR LRT planning.	*	*	*		*	*		*		
14	Upon request of Indian Tribal Government, provide training for IRR LRT planning.	●	●			●	*		●		*

**What are the roles and responsibilities for the IRR TIP?**

IRR TIP		ROLES (●) & RESPONSIBILITIES (*)												
		ACTIVITIES		DOT			DOI		ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP		
				FTA	FLH	FHWA	FADO	OSG					BIA DOT	BIA AREA
1	Provide ITGs with projected IRR Program funding for the next 5 years.		*				*							
2	Develop a tribal TIP or priority list.							●						
3	Provide a copy of the tribal TIP or priority list to the BIA area/agency office.										*			
4	Submit tribal TIP or tribal priority list updates to the area/agency office.										*			
5	Conduct and/or participate in public involvement meetings on the tribal and IRR TIPs.										*			
6	Cooperate in the development of the tribal and IRR TIP.										*			
7	Incorporate the tribal TIP into the IRR TIP without change.										*			
8	Prepare the IRR TIP.										*			
9	Review and approve the IRR TIP and any updates.		*							*				
10	Distribute the approved IRR TIP.		*							*				
11	Incorporate approved IRR TIP into the STIP and Metropolitan TIP without change.												*	

IRR TIP		ROLES (●) & RESPONSIBILITIES (*)									
ACTIVITIES		DOT			DOI		ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP	
FTA	FLH	FHWA	FADO	OSG	BIA DOT	BIA AREA					
12	Use the tribal IRR LRT Plan as a guide in developing the tribal TIP or priority list.						●				
13	Certify the public involvement process to FLH.						*				
14	Maintains a library of IRR TIPs and/or tribal TIPs.	*				*	*				
15	Provide technical assistance upon request.	*	*	*			*	*	*		
16	Upon request of ITG provide training on how to develop a TIP.	●					●				*

**What are the roles and responsibilities in statewide, regional, and metropolitan transportation planning relevant to tribal transportation?**

STATEWIDE, REGIONAL, AND METROPOLITAN PLANNING		ROLES (●) & RESPONSIBILITIES (*)											
		ACTIVITIES			DOT			DOI			ITG	STA MPO RPO	LOCAL GOV.
FTA	FLH	FHWA FADO	OSG	BIA DOT	BIA AREA								
1		Review the list of projects proposed in the STIP and RPO/MPO TIPs and notify State, RPO, and MPO of any concerns.	●		●					*		*	
2		Considers the concerns of Indian Tribal Governments in statewide, and metropolitan transportation planning ( <i>23 U.S.C, Sections 134 and 135</i> ).										*	
3		Assist Indian Tribal Government participation in statewide, regional, and metropolitan transportation planning.	●		●			●		*			
4		Provide draft LRT Plans and TIPs for public involvement.										*	
5		Encourage meetings among States, RPOs, MPOs, local governments, and ITGs to discuss transportation needs, issues, and the opportunity for development of joint projects.	*		*			*		*			●
6		Invites ITGs to participate in statewide, regional, and metropolitan planning and coordination meetings.										*	

STATEWIDE, REGIONAL, AND METROPOLITAN PLANNING		ROLES (●) & RESPONSIBILITIES (*)												
		ACTIVITIES			DOT			DOI			ITG	STA MPO RPO	LOCAL GOV.	TTAP LTAP
		FTA	FLH	FHWA	FADO	OSG	BIA DOT	BIA AREA						
7	Participate on committees or teams established by the State, RPOs, MPOs, and local governments on transportation.							*			*		*	
8	Distribute copies of the approved transportation plan, STIP, RPO/ MPO TIP to ITGs.											*		
9	Incorporate approved IRR TIP into the STIP and Metropolitan TIP without change.											*		
10	Advise Indian Tribal Government of Federal, State, and local funding opportunities.	*	*	*	*		*	*			*	*	*	●
11	Conduct and/or participate in public involvement on TIPs and LRT Plans.											●	*	●
12	Identify short- and long-term transportation needs of ITG and provide information to the States, RPO, MPO, and local governments.										*	*		
13	Provide technical assistance and monitor, as appropriate, the statewide and metropolitan transportation planning process.	*			*									

## **Appendix A**

### **Abbreviations and Acronyms**

<b>AFA</b>	Annual Funding Agreement
<b>AASHTO</b>	American Association of State Highway and Transportation Officials
<b>BIA</b>	Bureau of Indian Affairs
<b>BIADOT</b>	Bureau of Indian Affairs, Division of Transportation
<b>CFR</b>	Code of Federal Regulations
<b>CTAA</b>	Community Transportation Association of America
<b>DOI</b>	Department of Interior
<b>DOT</b>	Department of Transportation
<b>EPA</b>	Environmental Protection Agency
<b>FADO</b>	Federal-Aid Division Office (FHWA)
<b>FFS</b>	Federal Financial System
<b>FHWA</b>	Federal Highway Administration
<b>FLHDS</b>	Federal Lands Highway Divisions
<b>FLH</b>	Federal Lands Highway
<b>FLHP</b>	Federal Lands Highway Program
<b>FTA</b>	Federal Transit Administration
<b>FY</b>	Fiscal Year
<b>HBRRP</b>	Highway Bridge Replacement and Rehabilitation Program
<b>HTF</b>	Highway Trust Fund
<b>IRR</b>	Indian Reservation Roads
<b>ISTEA</b>	Intermodal Surface Transportation and Efficiency Act of 1991
<b>ITG</b>	Indian Tribal Government
<b>LRT</b>	Long Range Transportation
<b>LTAP</b>	Local Technical Assistance Program

<b>MOA</b>	Memorandum of Agreement
<b>MOU</b>	Memorandum of Understanding
<b>MPO</b>	Metropolitan Planning Organization
<b>NACE</b>	National Association of County Engineers
<b>NHS</b>	National Highway System
<b>NHTSA</b>	National Highway Traffic Safety Administration
<b>NSBP</b>	National Scenic Byways Program
<b>OSG</b>	Office of Self-Governance
<b>P.L. 93-638</b>	Public Law 93-638, Indian Self-Determination and Education Assistance Act, as amended
<b>PLH</b>	Public Lands Highway
<b>PLH-D</b>	Public Lands Highway-Discretionary Funds
<b>PMS</b>	Pavement Management System
<b>RPO</b>	Regional Planning Organization
<b>STA</b>	State Transportation Agencies
<b>SPR</b>	State Planning and Research Funds
<b>STIP</b>	State Transportation Improvement Program
<b>STP</b>	Surface Transportation Program
<b>TIP</b>	Transportation Improvement Program
<b>TRB</b>	Transportation Research Board
<b>TTAP</b>	Tribal Technical Assistance Program
<b>U.S.C.</b>	United States Code

## Appendix B Glossary

(As applied within the context of this document)

**23 United States Code (U.S.C.) Sections 202** -this is the law regarding allocation of Highway Trust Funds for the Federal Lands Highway Program including the IRR Program.

**23 U.S.C. Sections 204** -this is the law regarding the administration of the Federal Lands Highway Program including the IRR Program.

**25 Code of Federal Regulation (CFR) Part 170** -contains rules for the administration of the IRR Program by the Bureau of Indian Affairs (BIA).

**Allocations** -an administrative distribution of funds from the Federal Highway Administration to the BIA.

**Alternatives** -a term used to identify different approaches to a given problem.

**Annual Funding Agreement** -is a negotiated annual written funding agreement between a Self-Governance Indian Tribal Government (ITG) and the Secretary of the Interior, authorizing the ITG to plan, conduct, consolidate, and administer programs, services, functions, and activities or portions thereof previously administered by the Department of the Interior through the BIA, and other programs for which appropriations are made available for the ITG through the Secretary of the Interior from agencies other than Department of the Interior (DOI).

**Appropriation** -authorization of funding expenditures from Congress.

**Areawide Control Schedule** -an accounting and project management tool that is developed from tribal Transportation Improvement Programs, tribal control schedules, and tribal priority lists to identify detailed project information for the expenditure of IRR funds for the current and next four fiscal years.

**Audit** -periodic investigation of financial statements and their relationships to planned or permitted expenditures.

**Authorization** -basic substantive legislation or that which empowers an agency to implement a particular program and also establishes an upper limit on the amount of funds that can be appropriated for that program

**BIA Atlas Map** -a series of maps which depict the IRR/BIA road system by reservation and jurisdictions.

**BIA Classification of Roads** -an identification of specific roads or trails that take into account current and future traffic generators, and relationships to connecting or adjacent BIA, State, county, Federal, and/or local roads.

**BIA Area Certification Acceptance (CA)Plan** -a plan prepared by a specific area office which delineates how it will meet certification acceptance requirements under 23 U.S.C., Section 117(a). {This section of law was deleted in the Transportation Equity Act for the 21<sup>st</sup> Century. CA is being replaced by Stewardship Agreements.}

**BIA/FHWA Memorandum of Agreement** -an agreement between the BIA and the FHWA which contains mutually agreeable roles and responsibilities for the administration of the IRR and Highway Bridge

**Replacement and Rehabilitation programs.**

**BIA Roads System** -those existing and proposed roads for which the BIA has or plans to obtain legal right(s)-of-way. This includes only roads for which the BIA has the primary responsibility to construct, improve, and maintain. Any additions or deletions to this system must be supported by resolution from the ITG.

**Bridge Management System** -a systematic process that provides, analyzes, and summarizes bridge information for use in selecting and implementing cost-effective bridge construction, rehabilitation, and maintenance programs

**Certification Acceptance (CA)** -a procedure authorized by 23 U.S.C. 117(a) wherein the FHWA can delegate any of the 23 U.S.C. responsibilities for planning, design, and construction of projects, not on the Interstate System, to other qualified governmental entities. {This section of law was deleted in the Transportation Equity Act for the 21<sup>st</sup> Century.

CA is being replaced by Stewardship Agreements. BIA area offices and ITGs may apply for Stewardship Agreements.}

**Direct Service Tribes** - ITGs that receive services directly from the BIA.

**Direct Funding** -funds transferred directly from the Secretary of the Interior to the ITG upon request for programs contracted or compacted under P.L. 93-638 as amended.

**Emergency Preparedness Plan** -a comprehensive plan which identifies potential emergencies and their impact on the community, and identifies operating procedures and actions to put in place during actual emergencies.

**Federal Finance System (FFS)** -a automated accounting system used by the DOI for tracking obligations and expenditures.

**Highway Bridge Replacement and Rehabilitation Program (HBRRP)** -established under 23 U.S.C., Section 144, to enable the several states to replace and rehabilitate highway bridges when it is determined that the bridge is unsafe because of structural deficiencies, physical deterioration, or functional obsolescence.

**Highway Trust Funds** -revenues generated from certain Federal user fees (e.g., excise taxes on motor fuel, rubber and heavy vehicles) that are reserved for highway construction, mass transportation, and related purposes.

**Indian Lands** -Indian reservation or Indian trust land or restricted Indian land which is not subject to fee title alienation without the approval of the Federal Government, or Indian and Alaska Native villages, group, or communities in which Indians and Alaskan Natives reside, whom the Secretary of the Interior has determined are eligible for services generally available to Indians under Federal laws specifically applicable to Indians.

**(Indian Reservation Roads (IRR)** -public roads that are located within or provide access to an Indian reservation or Indian trust land or restricted Indian land which is not subject to fee title alienation without the approval of the Federal Government, or Indian and Alaska Native villages, group, or communities in which Indians and Alaskan Natives reside, whom the Secretary of the Interior has determined are eligible for services generally available to Indians under Federal laws specifically applicable to Indians. Roads on the BIA Road System are also IRR roads.

**IRR Inventory** -an inventory of roads which meet the following criteria: a) public roads strictly within reservation boundaries, b) public roads that provide access to lands, to groups, villages, and communities in

which the majority of residences are Indian, c) public roads that serve Indian lands not within reservation boundaries, and d) public roads that serve recognized Indian groups, villages, and isolated communities not located within a reservation.

**IRR Program Stewardship Plan** -the plan which details the roles and responsibilities of the BIA, FHWA and ITGs in the administration and operation of the IRR Program.

**IRR Road/Bridge Inventory** -an inventory of BIA owned IRR and bridges.

**IRR Transportation Planning Funds** -funds provided under 23 U.S.C., Section 204 (j), for transportation planning by ITGs.

**IRR TIP** -a multi-year listing of road improvement projects programmed for construction by a BIA area office, with IRR Program funds, for the next 3-5 years. A separate IRR TIP is prepared for each State within the area office's jurisdiction.

**Indian Tribe** -means any Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian tribe pursuant to the Federally Recognized Indian Tribe List Act of 1994, 25 U.S.C. 479a.

**Indian Tribal Government (ITG)** -Duly formed governing body of an Indian Tribe.

**Intermodal** -the ability to connect, and make connections between the various modes of transportation, including but not limited to, automobile, motorcycle, truck, bus, train, plane, bicycle, pedestrian, boat, and ship.

**Intermodal Surface Transportation Efficiency Act of 1991 -(ISTEA) P.L. 102-240** - a legislative act by the Congress that restructured Federal transportation programs. The ISTEA authorized increased levels of highway and transportation funding and an increased role for planning in funding decisions. The Act also requires comprehensive regional and statewide long-term transportation plans, and places an increased emphasis on public participation and transportation alternatives.

**Land Use Plan** -a plan which establishes strategies for the use of land to meet identified community needs.

**Level of Service** -is the measurement of a roadway's or intersection's ability to move traffic in an efficient manner.

**Local Technical Assistance Program Center** -these Centers are responsible for providing transportation assistance to State and local governments that includes, but is not limited to, circuit rider programs, providing training on intergovernmental transportation planning and project selection, and tourism recreation travel.

**Long-Range Transportation Plan** -a plan which establishes strategies for transportation improvements to meet identified community needs.

**Management Systems** -a systematic process, designed to assist decisionmakers in selecting cost-effective strategies/actions to improve the efficiency and safety of, and protect the investment in, the nation's transportation infrastructure.

**Memorandum of Agreement and/or Understanding** -an agreement between or among two or more entities which defines roles, responsibilities, funding and reporting requirements as well as deliverables.

**Metropolitan Planning Area** -the geographic area in which the metropolitan transportation planning process required by 23 U.S.C. must be carried out.

**Metropolitan Planning Organization (MPO)** -the forum for cooperative transportation decisionmaking for the metropolitan planning area.

**Model Contract** -standard form contract pursuant to P.L. 93-638, Section 108( c ), as amended.

**National Scenic Byways Program** -a program that designates as National Scenic Byways or All-American Roads those highways that exemplify scenic, historic, recreational, cultural, archeological, and/or natural qualities.

**Native American Local Technical Assistance Programs** -primarily responsible for transportation related technology transfer to Native Americans through Tribal Technical Assistance Program (TTAP) Centers.

**Notice of Funding Availability** -written notice to the respective area tribes that the BIA area office has received contractible program funds.

**Pavement Management System** -a systematic process that provides, analyzes, and summarizes pavement information for use in selecting and implementing cost-effective pavement construction, rehabilitation, and maintenance programs. Pavement includes all road surface types including paved, gravel, and improved or unimproved earth.

**P.L. 93-638 - Indian Self-Determination and Education Assistance Act, as amended** -the response by Congress, in recognition of the unique obligation of the United States, to the strong expression of the Indian people for self-determination, assuring maximum Indian participation in the direction of education as well as other Federal services for Indian communities so as to render such programs and services more responsive to the needs and desires of Indian communities.

**Public Meeting or Hearing** -a public gathering for the express purpose of informing and soliciting input from interested individuals regarding transportation issues.

**Relative Need Formula** -an allocation formula used by BIADOT to distribute construction funds to the 12 BIA area offices.

**Regional Planning Organization (RPO)** -an organization that performs planning for multi-jurisdictional areas. MPOs, regional councils, economic development associations, rural transportation associations are examples of RPOs.

**Regionally Significant Project** -a project that is on a facility which serves regional transportation needs.

**Safety Management System** -a systematic process that has the goal of reducing the number and severity of transportation related accidents by ensuring that all opportunities to improve safety are identified, considered and implemented as appropriate.

**Statewide Transportation Improvement Program (STIP)** -a staged multi-year, statewide, intermodal program of transportation projects which is consistent with the Statewide transportation plan and planning processes.

**Sub-Allocation** -an administrative distribution of funds from BIA Central Office down to the BIA area.

Transportation Equity Act for the 21st Century P.L. 105-178 & P.L. 105-206 -a legislative act by the Congress that extended existing Federal transportation programs with increased funding.

Transportation Improvement Program (TIP) -means a staged, multi-year, intermodal program of transportation projects which is consistent with the statewide and metropolitan transportation plans.

Tribal Control Schedule -the implementing document for the Tribal TIP. The ITG may elect to develop the tribal control schedule under Self-Governance compact or Indian Self-Determination contract. The tribal control schedule is an accounting and project management tool that is developed from the tribal TIP. It contains detailed project and tasks information for all projects identified in the tribal TIP. Project information is included in the areawide control schedule without changing the total dollar amounts.

Tribal Lands -land held in trust for Indian people, restricted Indian land which is not subject to fee title alienation without the approval of the Federal Government, and fee lands owned by tribal governments.

Tribal Priority List - a list of transportation projects which the ITG considers a high priority.

Tribal Technical Assistance Program (TTAP) Center -these centers are responsible for providing transportation assistance to native Americans that includes, but is not limited to, circuit rider programs, providing training on intergovernmental transportation planning and project selection, and tourism recreation travel.

Tribal TIP -a multi-year, financially constrained, list of proposed transportation projects to be implemented within or providing access to Indian country during the next 3-5 years. It is developed from the tribal priority list.

**Appendix C**  
**Federal Contacts For Tribal Transportation Concerns**  
**(Including a listing of State Highway Safety Offices)**

**BUREAU OF INDIAN AFFAIRS**

***HEADQUARTERS - U.S. Department of the Interior***  
***1849 C Street, NW.***  
***Washington, DC 20240***

**Hilda Manuel, Deputy Commissioner of Indian Affairs**  
**202-208-5116**

**Terrence Virden, Director, Office of Trust Responsibilities (MS 4513 MIB)**  
**202-208-5831**

**LeRoy Gishi, Chief, Division of Transportation (Code 260 MS 4058 MIB)**  
**Paul Sunwoo, Assistant Chief, Division of Transportation. (Code 260 MS 4058 MIB)**  
**Ed Hall, Transportation Specialist (*Scenic Byway Coordinator*)**  
**Matt Crain, Maintenance Engineer**  
**202-208-4359**  
**Fax: 202-208-4696**

**Internet Information for the IRR Program: [www.irr.bia.gov](http://www.irr.bia.gov)**

***FIELD OFFICES -***

**Albuquerque**      **Steve Wilkie, Chief Branch of Engineering and Operations 505-766-8560**  
**Division of Transportation**      **Fax: 505-766-8549**  
**201 3rd Street, NW., Suite 430**  
**Albuquerque, NM 87102**

**Aberdeen**      **Gerry E. Foell, Area Roads Engineer**      **605-226-7645**  
**Bureau of Indian Affairs**  
**115 4th Avenue, SE.**  
**Aberdeen, SD 57401**      **Fax: 605-226-7430**

**Service Area: North Dakota, South Dakota, Nebraska**

**Albuquerque**      **Sheldon Kipp, Area Roads Engineer**      **505-766-3146**  
**Bureau of Indian Affairs**  
**P.O. Box 26567**  
**Albuquerque, NM 87125-6567**      **Fax: 505-766-3176**

**Service Area: Colorado, New Mexico, and Ysleta Del Sur Indian Reservation in Texas**

**Anadarko**      **Tom Simpson, Area Roads Engineer**      **405-247-6673 Ext. 305**  
**Bureau of Indian Affairs**  
**P.O. Box 368**  
**Anadarko, OK 73005**      **Fax: 406-247-5776**

**Service Area: Kansas, Western Oklahoma, Texas and Sac and Fox & Iowa Indian Reservations in Nebraska**

**Billings**      **Cordell Ringel, Area Roads Engineer**      **406-657-6675**  
**Carl Foggin, Highway Engineer**  
**Bureau of Indian Affairs**  
**316 N. 26th Street**      **Fax: 406-657-5916**  
**Billings, MT 59101**

**Service Area: Montana, Wyoming**

**Eastern**      **Area Roads Engineer (currently vacant)**      **703-235-2961**  
**Bureau of Indian Affairs**  
**3701 N. Fairfax Drive (MS 260)**  
**Arlington, VA 22203**      **Fax: 703-235-2982**

**Service Area: New York, Maine, Connecticut, Rhode Island, Massachusetts, North Carolina, Florida, Alabama, Mississippi, Louisiana, South Carolina**

**Juneau**      **Area Roads Engineer (currently vacant)**      **907-586-7386**  
**Bureau of Indian Affairs**  
**9109 Mendenhall Road, Suite 5**  
**P.O. Box 25520**      **Fax: 907-586-7357**  
**Juneau, AK 99802-5520**  
**(Note: P.O. Box must be included in address.)**  
**Service Area: Alaska**

**Minneapolis**      **Tony Kirby, Area Roads Engineer**      **612-713-4400 ext.1171**  
**Bureau of Indian Affairs**  
**1 Federal Drive, Room 550**  
**Fort Snelling, MN 55111**      **Fax: 612-713-4401**

**Service Area: Wisconsin, Iowa, Minnesota, Michigan**

**Muskogee**      **Harry Patel, Area Roads Engineer**      **918-687-2370**  
**Bureau of Indian Affairs**  
**Old Federal Building, Room 513**  
**Muskogee, OK 74401**      **Fax: 918-687-2571**

**Service Area: Eastern Oklahoma**

**Navajo**      **Bill Frazier, Area Roads Engineer**      **505-863-8281**  
**Harold Riley, Planning and Design Chief**  
**Bureau of Indian Affairs**  
**P.O. Box 1060**      **301 West Hill Street, Rm 311**  
**Gallup, NM 87305**      **Gallup, NM 87301**  
**Fax: 505-863-8355**

**Service Area: Navajo Indian Reservation in Utah, NM, AZ**

Phoenix                    Vernon Palmer, Area Roads Engineer                    602-379-6782  
                                 Bob Maxwell, Area Roads Planner  
                                 Bureau of Indian Affairs  
                                 2 Arizona Center, 12th Floor                    Fax: 602-379-3837  
                                 400 North 5th Street  
                                 Phoenix, AZ 85004

Service Area: Nevada, Utah, Arizona, including the Hopi Indian Reservation, and Duck Valley Indian Reservation in Idaho and Nevada, Ft McDermitt Indian Reservation in Oregon, and Ft Mohave Indian Reservation, Chemehuevi Indian Reservation in Nevada, Arizona and California, Colorado River Indian Reservation in Arizona and California, Ft. Yuma Indian Reservation in Arizona and California, Woodsford Colony in California, and Goshute Indian Reservation in Nevada and Utah

Portland                    Joseph Bonga, Area Roads Engineer                    503-231-6712  
                                 Bureau of Indian Affairs  
                                 911 NE 11th Avenue  
                                 Portland, OR 97232                    Fax: 503-231-2351

Service Area: Washington, Oregon, Idaho, Flathead Indian Reservation in Montana, and Metlakatla Indian Reservation in Alaska

Sacramento                    Kanu Patel, Area Roads Engineer                    916-978-6033  
                                 Bureau of Indian Affairs  
                                 2800 Cottage Way  
                                 Sacramento, CA 95825                    Fax: 916-978-6055

Service Area: California

States without Federal Indian Reservations:

Vermont	New Hampshire	Pennsylvania	Delaware
Maryland	New Jersey	West Virginia	Ohio
Illinois	Indiana	Kentucky	Tennessee
Georgia	Arkansas	Missouri	Virginia

**DEPARTMENT OF THE INTERIOR, OFFICE OF SELF-GOVERNANCE**

HEADQUARTERS -                    *U.S. Department of the Interior*  
                                 *1849 C Street, NW.*  
                                 *Washington, DC 20240*

William Sinclair, Director, Office of Self-Governance

Jerry Cordova, Compact Negotiator                    202-219-0240

Tom Shirilla, Northwest Field Manager                    360-699-1011

**TRIBAL TECHNICAL ASSISTANCE PROGRAM CENTERS (TTAP)**

**Fairbanks, AK**

**Sharon McLeod-Everette  
Alaska Transportation Technology Transfer Program  
2301 Peger Road  
Fairbanks, AK 99709-5399  
Telephone: 907- 451-5320      Fax: 907-451-2313  
E-mail: Sharon\_McLeod-Everette@dot.state.ak.us**

**Service Area: Alaska Tribes**

**{This locale is currently without a TTAP.}**

**Service Area: California and Nevada Tribes**

**Fort Collins, CO**

**Ron Hall  
Technology Transfer & Training (T3) Program for Native Americans  
Colorado State University  
Engineering Research Center  
Ft. Collins, CO 80523  
Telephone: 800-262-7623      Fax: 970-491-8334  
E-mail: rchall@vines.colostate.edu**

**Service Area: Utah, New Mexico, Arizona, Colorado**

**Houghton, MI**

**Bernard Alkire  
Tribal Technical Assistance Program  
TTTC - Michigan Technological University  
402 Sharon Ave.  
Houghton, MI 49931  
Telephone: 888-230-0688      Fax: 906-487-1834  
E-mail: balkire@mtu.edu**

**Service Area: Tribes in Minnesota and east of the Mississippi**

**Bismarck, ND**

**Dennis Trusty  
Northern Plains Tribal Assistance Program  
United Tribes Technical College  
3315 University Drive  
Bismarck, ND 58504  
Telephone: 701-255-3285 ext. 262      Fax: 701-530-0623**

**Service Area: Tribes in Wyoming, North Dakota, South Dakota, Montana, and northern Nebraska**

Stillwater, OK

Jodie Paden  
Oklahoma State University  
Tribal Government LTAP Center  
Center for Local Government Technology  
308 CITD  
Stillwater, OK 74078-0525  
Telephone: 405-744-6049 Fax: 405-744-7268  
E-mail: padenj@okway.okstate.edu

Service Area: Tribes in Kansas, Oklahoma, Texas, and southern half of Nebraska

Spokane, WA

Richard Rolland  
Northwest Tribal LTAP Center, College of Business and Public Administration  
Eastern Washington University  
668 North Riverpoint Blvd., Suite A  
Spokane, WA 99202-1660  
Telephone: 509-358-2225 Fax: 509-358-2267  
E-mail: rrolland@ewu.edu

Service Area: Tribes in Idaho, Oregon, Washington

**U. S. DEPARTMENT OF TRANSPORTATION**

**OFFICE OF THE SECRETARY**

*US Department of Transportation  
S-3, Room 10200  
400 7th Street, SW  
Washington, DC 20590*

Rodney E. Slater      The Secretary      202-366-1111

Mortimer L. Downey      The Deputy Secretary      202-366-2222

(Vacant)      The Associate Deputy Secretary      202-366-5781  
and Director, Office of Intermodalism

Nancy Kessler	General Counsel	202-366-9301
Marie Hendricks	Office of Small and Disadvantaged Business Utilization	202-366-5333
Marc Brenman	Office of Civil Rights	202-366-1119
Steve Shapiro	Assistant Secretary for Transportation Policy	202-366-4866
David Mednick	Bureau of Transportation Statistics	202-366-8871
Tina Calvert	External Civil Rights Compliance and Outreach Programs Directorate, United States Coastguard	202-267-6023

**FEDERAL HIGHWAY ADMINISTRATION**

**HEADQUARTERS - US Department of Transportation**  
**400 7th Street, SW**  
**Washington, DC 20590**  
**Http://www.fhwa.dot.gov**

<b>Kenneth R. Wykle</b>	<b>Administrator</b>	<b>202-366-0650</b>
<b>Gloria J. Jeff</b>	<b>Deputy Administrator</b>	<b>202-366-2240</b>
<b>Anthony R. Kane</b>	<b>Executive Director</b>	<b>202-366-2242</b>

**Internet Information about FHWA: [www.fhwa.dot.gov](http://www.fhwa.dot.gov)**

**Intermodal and Statewide Programs Division (HEPS, Room #3301)**

<b>Dee Spann</b>	<b>Statewide Transportation Planner</b>	<b>202-366-4086</b>
	<b>Fax:</b>	<b>202-366-7660</b>

**Federal Lands Highway (HFL-1), Room #6311**

<b>Arthur Hamilton</b>	<b>Federal Lands Highway Program Director</b>	<b>202-366-9490</b>
<b>Allen Burden</b>	<b>Chief of Staff</b>	<b>202-366-9490</b>
<b>J.B. Wlaschin</b>	<b>Chief, Program Development Division</b>	<b>202-366-9478</b>
<b>Paul Schneider</b>	<b>Management Systems Engineer (HFPD-2)</b>	<b>202-366-6799</b>
<b>Paul Los</b>	<b>Emergency Relief for Federally Owned Roads Prog. Mgr.</b>	<b>202-366-9487</b>
<b>Julianne Stevenson</b>	<b>Indian Reservation Roads Program Engineer (HFPD-9)</b>	<b>202-366-9490</b>
<b>Wade Casey</b>	<b>Indian Reservation Roads Program Engineer (HFPD-9)</b>	<b>202-366-9487</b>
<b>Larry Wisner</b>	<b>Indian Reservation Roads Program Engineer (HFPD-9)</b>	<b>202-366-9815</b>
<b>Curtis Page</b>	<b>Public Lands Highway Discretionary Coordinator</b>	<b>202-366-9489</b>
	<b>Fax:</b>	<b>202-366-7495</b>

## ***FIELD OFFICES***

### ***Federal Lands Highway Division Offices -***

#### **Eastern Federal Lands Highway Division (HFL-15)**

Loudoun Tech Center  
21400 Ridgetop Circle  
Sterling, VA 20166  
703-404-6201  
Fax: 703-404-6217  
Gary Klinedinst, Division Engineer

#### **Central Federal Lands Highway Division (HFL-16)**

555 Zang Street  
Lakewood, Colorado 80228  
Mailing Address:  
P.O. Box 25246  
Denver, Colorado 80255-0246  
303-716-2003  
Fax: 303-969-5900  
Larry Smith, Division Engineer

#### **Western Federal Lands Highway Division (HFL-17)**

610 East Fifth Street  
Vancouver, Washington 98661-3893  
360-696-7710  
Fax: 360-696-7846  
Carol Jacoby, Division Engineer

### ***State Division Offices-***

<b>Alabama</b>	<b>500 Eastern Boulevard, Suite 200, Montgomery, 36117-2018</b>		
<b>HEP-AL</b>	<b>Wesley E. Elrod</b>	<b>Planning and Safety Engineer</b>	<b>334-223-7377</b>
	<b>Gordon E. Brown</b>	<b>Transportation Planning Engineer</b>	<b>334-223-7373</b>
<b>Alaska</b>	<b>Federal Building, 9th and Glacier Ave., P.O. Box 21648, Juneau 99802-1648</b>		
<b>HPR-AK</b>	<b>John K. Lohrey</b>	<b>Transportation Planner [Research Responsibility]</b>	<b>907-586-7422</b>
<b>Arizona</b>	<b>234 N. Central Avenue, Suite 330, Phoenix 85004</b>		
<b>HPR-AZ</b>	<b>Dennis G. Mittelstedt</b>	<b>Planning &amp; Research Engineer</b>	<b>602-379-3646</b>
<b>Arkansas</b>	<b>Federal Office Building, Room 3128, 700 West Capitol Avenue, Little Rock 72201</b>		
<b>HPR-AR</b>	<b>Gary A. DalPorto</b>	<b>Planning &amp; Research Engineer (T<sup>2</sup> Responsibility)</b>	<b>501-324-6441</b>
<b>California</b>	<b>980 9th Street, Suite 400, Sacramento 95814-2724</b>		
<b>HPR-CA</b>	<b>Dennis A. Scovill</b>	<b>Chief, Planning, Research &amp; Environment</b>	<b>916-498-5034</b>
	<b>Wade E. Hobbs</b>	<b>Urban Transportation Planner</b>	<b>916-498-5027</b>
	<b>William Haas</b>	<b>Transportation Planner</b>	<b>916-498-5013</b>

Colorado HPM-CO HPM-CO	555 Zang Street, Room 250, Lakewood 80228 Ken Eschmeyer                      Transportation Planner DuWayne A. Ebertowski          Planning & Air Quality Specialist	303-969-6730 ext. 378 ext. 376
Connecticut HPR-CT	628-2 Hebron Avenue, Suite 303, Glastonbury 06033 Amy D. Jackson-Grove            Planning, Research & Environment Program Manager Paul A. Mooney                      Assistant Transportation Planner	860-659-6703 ext. 3010 ext. 3006
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